

\$70 million ?



United States Department of Education

Office of Vocational and Adult Education

Office of the Assistant Secretary



ESL Civics Initiative: Common Ground Partnerships

Common Ground Partnerships would allow States or localities significantly impacted by immigration to volunteer to put in place systemwide implementation of English as a Second Language/civics programs that would address four critical areas in helping immigrants adapt to their new lives in America.

How It Works: Hoping to make new lives in the United States, recent immigrants are awaiting assistance in the areas of: acquisition of English literacy skills; knowledge about the rights and responsibilities of citizenship; understanding of participation in American culture; and life skills necessary to function well in daily life. All of these areas promote productive employment.

Common Ground Partnerships could be targeted to the six or twelve States that are home to a majority of immigrants as well as to localities within other States that display significant concentrations of immigrant populations in need of services. *Common Ground Partnerships* would replace the discretionary ESL demonstrations proposed for FY 2000 at the \$20M level but would require proposals from each State in order to operate the program under the discretionary "National Activities" portion of the Workforce Investment Act after appropriations language was in place to override set aside requirements of the law. *Common Ground Partnerships* would be cooperative agreements with the Department so that design and implementation of each State's activities could be worked through together and the Department would be party to changes made in the plans.

States with the highest density of ESL participants include: California; New York; Texas; Arizona; Florida; Michigan; Hawaii; Illinois; New Jersey; Georgia; Oregon; and Pennsylvania.

What it Costs. At the \$40M level, State grants would be given of from \$6.6 to about \$3.3M, depending on whether the design accommodated six or twelve ESL States. If the proposal includes services to localities that are home to high concentrations of immigrants--notably cities that are not included in the list of highest density States for ESL participants receiving Statewide grants above--\$15 - \$20M more would be required to deliver from 20-40 local programs annually.

Rationale. One out of every five foreign-born persons came to the United States in the last five years. Twice as many came per year during the 1990's than during the 1970's. About 4.5 M persons arrived in the five-year period between 1990 and 1994 while 4.8M came during the decade of the 1970's. For the 4.5 M most recent immigrants,

Mexico and Russia are the two origin countries. Over a quarter (1.3M) came from Mexico and an additional 243,000 came from Russia. Other countries with large numbers of recent immigrants include Vietnam, the Dominican Republic, the Phillippines, India and El Salvador.

On average recent immigrants are much younger than natives. Those who came to the United States between 1990 and 1994 have a median age of only 26 years, compared to almost 33 years of natives. About 59.4 percent of the recent immigrants are between age 18 and 44, while only 40.7 percent of natives are in this age range. Of the 4.5 million recent immigrants, about 43 percent are of Hispanic origin. In Texas and Florida respectively, 70 percent and 61 percent of all recent immigrants are of Hispanic origin, while in California and New Jersey, Asian immigrants account for 28 percent and 25 percent of recent immigrants.

Comparisons of the educational attainment of the recent immigrant and natives show several extremes. Immigrants are less likely to have graduated from high school than natives. While one-third of the recent immigrants do not have high school diploma or equivalent, only 17 percent of natives are not high school graduates.

In 1993 recent immigrants aged 16 and over also had the lowest median income (\$8,393) of all immigrants by period of entry into the United States. Their median income was substantially lower than the median income of \$15,876 for natives. Part of this is related to the relatively high unemployment rate of the recent immigrants. While the unemployment rates for natives and naturalized citizens were 6.8 and 5.9 percent respectively, unemployment hit 12.2 percent for recent immigrants in 1993.

Educ. → how states now use
Advet Lit \$ in this context.

- ① Components that work
required or extra pts (?)
cost estimates (CHHS) (?)
- ② w/ Educ. — comparative programs that we find
how can we do it? (compatible w/ existing accthntz)

Factors in formula

JEWISH EMPLOYMENT AND VOCATIONAL SERVICE

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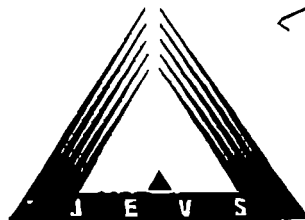
TO:	Andrea Cane
ATTENTION:	White House Domestic Policy Council
FROM:	Luz Cardenas
DATE:	12/3/98
FAX NUMBER:	(202) 456-7431
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Andrea:

On New Americans / Refugee
Programs - see description from
annual report ^{which} includes funding
sources.

2 - success stories included

3 - brochure copy on
CNA -



Jewish Employment
and Vocational
Service

Thanks for,
Thinking of us!

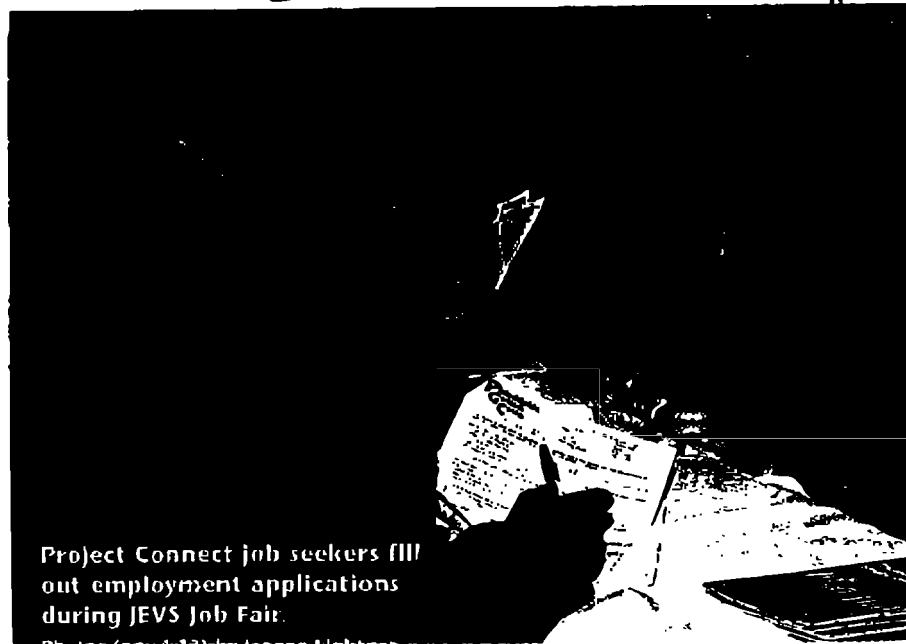
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Welfare to Work

Under the slogan Work Works! JEVS has helped hundreds of former welfare recipients reach self-sufficiency. In 1997, the **Rapid Attachment** program, funded by the Pennsylvania Department of Public Welfare, placed over 600 individuals in meaningful jobs, while at the same time building the self-esteem and positive social skills engendered by working. Through an assortment of services, including an eight-week job readiness program, assisted job searches, and intensive case management, Rapid Attachment will help over 1000 individuals this year prepare for the working world.

Begun in 1995 as a three-year program, **Project Connect**, funded by the Pennsylvania Department of Public Welfare, finishes this year as one of the most successful welfare initiatives in Pennsylvania, having placed more than 1600 individuals in jobs. With so many people now at work, JEVS turns its attention to new programs designed to help these individuals keep their jobs. **RETAIN** (Regional Employment and Training Achievement Initiative) will enroll over 400 individuals in a variety of job-retention services, including GED classes, job coaching, additional career training, and a mentoring program. In addition to overcoming barriers like child care needs and transportation problems, RETAIN will lend support to help create a culture of self-sufficiency. And for those more difficult to place in jobs due to a lack of work history, low literacy levels, homelessness, and other issues, the new **REACH** (Reaching Employment and Climbing Higher) program, funded by the Office of Emergency Shelter and Services, will help ensure that no one who wants to work is left behind.

JEVS New Americans Program



Project Connect job seekers fill out employment applications during JEVS Job Fair.



CNA client takes time to survey job listings.

Funded by the National Council on Aging, Inc., **Seniors at Work (SAW)** served 215 clients in 1997. This program, for low-income Philadelphians aged 55 and over, provides subsidized work experience at approximately 80 non-profit agencies throughout Philadelphia. Placement counselors then work with program participants to place them at jobs where mature workers are valued for their wisdom, experience, and work ethic.

Focused exclusively on individuals from the former Soviet Union, the **Center for New Americans (CNA)**, funded by the Jewish Federation of Greater Philadelphia, helped 230 individuals adjust to life in the U.S. last year. At the Center, émigrés receive daily language instruction, become familiar with American culture, and benefit from intensive job counseling and interview instruction. In 1997, the Center placed 60 individuals in jobs during their initial months here. The **Refugee Assistance Program (RAP)** provides job counseling, support, and placement services to refugee adults from all over the world, including Cuba, Bosnia and Vietnam. In 1997, 770 individuals received assistance from the program, which is funded by the Office of Social Programs of Pennsylvania's Department of Welfare.

A Valuable Resource

At the Center for New Americans, emigré are enrolled in a 7-week program which combines language and skills training with job search techniques. To prepare our clients for work, we offer:

- Computer literacy classes using popular business computer hardware and software.
- English language classes on four levels, administered by professional ESL (English as a Second Language) instructors, working closely with each student to master verbal and written communication.
- Job services, such as individual counseling and placement, combined with workshops on interviewing, resume writing, work performance and conduct.

How to Reach Us

For more information, call us at (215) 728-4210. One of our staff will be happy to answer any questions, and to discuss your hiring needs.

JEVS Center for New Americans takes pride in helping people. Center for New Americans is a program of JEVS (the Jewish Employment and Vocational Service). JEVS is a nonprofit, nonsectarian organization that benefits the Greater Philadelphia community by enhancing the employability and self-sufficiency of the people it serves through a broad range of programs and services. JEVS Center for New Americans is funded through the Jewish Federation of Greater Philadelphia. Visit JEVS and the Center for New Americans on the web at <http://www.jevs.org>

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JEVS
CENTER FOR
New Americans

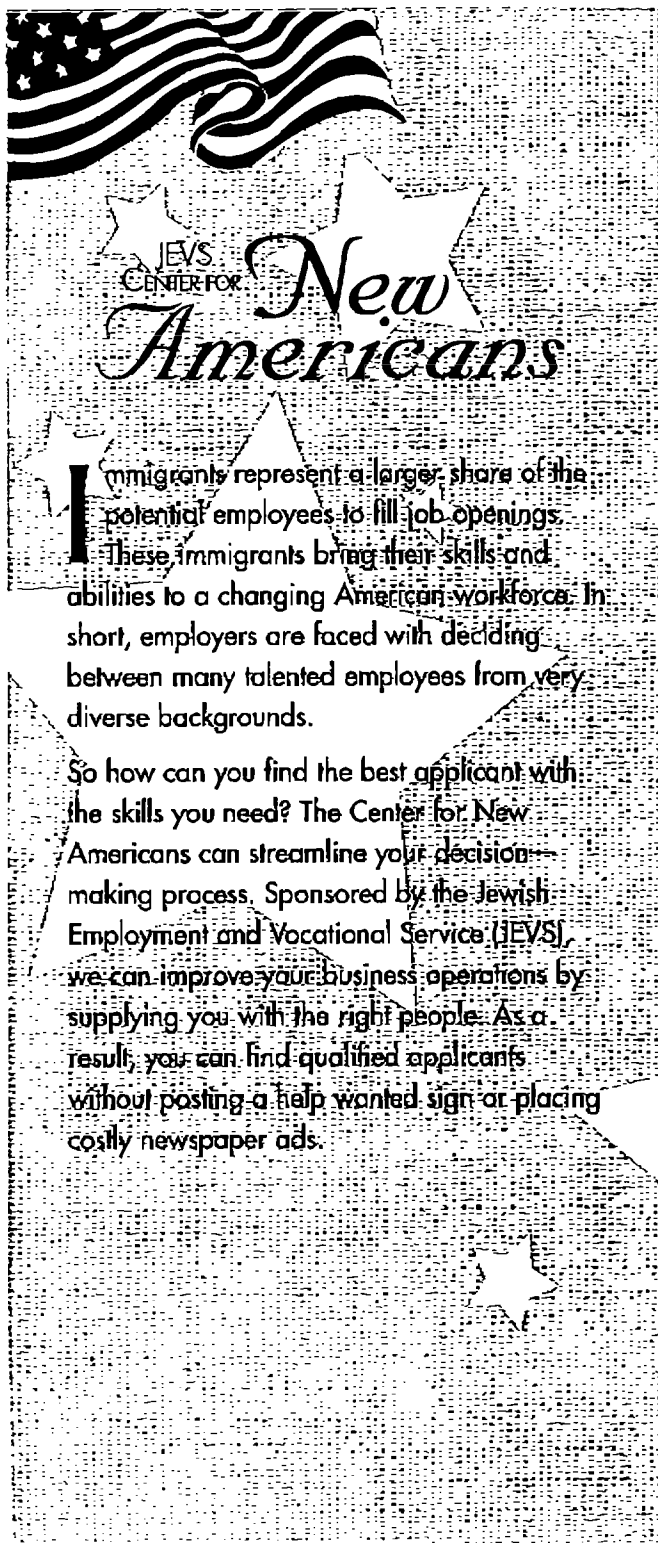


JEVS
CENTER FOR
New Americans

★ The employees referred by the Center for New Americans... have good work ethics which make them valuable members of our team."

Ed Harding, Manager,
Mayo Nursing Home





"Our experience with your agency has been a good one. We have been able to recruit successful candidates at no cost to our company. Recently, we've hired four Russians who are absolutely great."

Brenda Lavender, Recruiter/Trainer,
NightRider Overnight Copy Service

Advantages for Employers

Hiring workers through the Center for New Americans is free, legal and profitable for your company. All candidates we refer have been legally admitted into this country and are authorized to work as recognized by the U.S. Immigration Service.

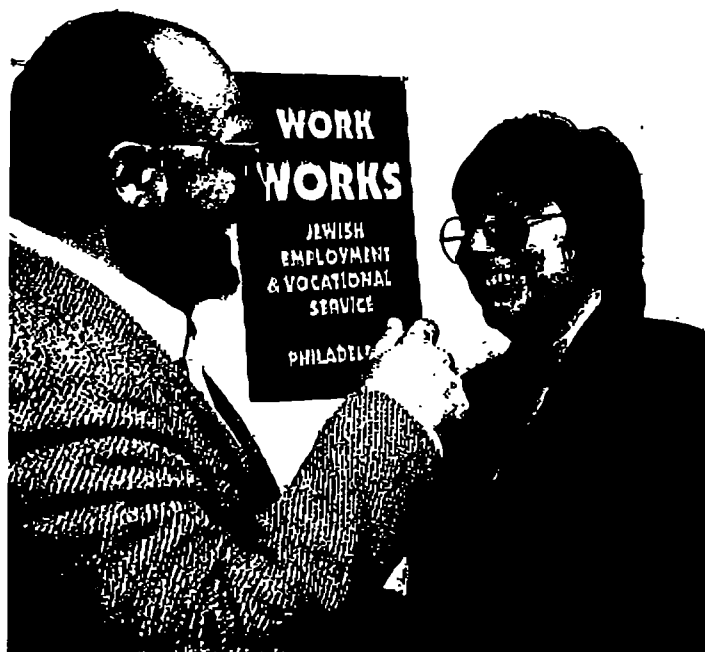
Employers who draw on the Center for their personnel needs have found our émigrés to be well-educated people who are dedicated and enthusiastic about their careers. New Americans are eager to prove themselves, and to become self-sufficient, productive members of our society. Your advantage is hiring positive-minded, highly-motivated employees who boost morale among your workforce while getting the job done.

Our Clients are Ready to Work

Our goal is to place émigrés in jobs and start them on their road to success. At the Center for New Americans, we take a personal approach to all clients. We provide direction and training. In the Center's classrooms, we teach English, as well as computer skills. We also offer instruction about networking and creating a job search plan. This enables them to gain a foothold in the job market and build successful lives.

Émigrés arrive in the United States with a variety of skills and experience. Counselors at the Center for New Americans are trained to match those skills with job openings in this region. We have placed clients in positions such as:

- assembly/
production workers
- bookkeepers
- chemists
- child care providers
- clerical/
office workers
- computer specialists
- drafters
- electricians
- engineers
- health care
professionals
- laboratory
technicians
- machinists
- musicians
- nursing/
medical assistants
- plumbers



*"You come
to America
with two
hearts
to get a job
and to live
in a free
community"*



JEWISH Exponent

Volume 204 Number 4 Philadelphia, Pa. 29 Tammuz 5758 July 23, 1998 \$1.00 Published Weekly Since 1887

Special
Supplement
HEALTHY WOMAN

Welfare to Work

JEVS helps clients off the dole and on the job as the deadline nears

■ MARILYN SILVERSTEIN
Jewish Exponent Staff

Some have pictured Philadelphia's two-year drive toward welfare reform as a ticking clock; others, as a ticking time bomb.

Either way, the city's countdown to welfare reform will sound its alarm in March 1999. From that time on, those who have been on the welfare rolls for two years will lose their benefits unless they have found their way into gainful employment for at least 20 hours per week.

An estimated 40,000 city residents are at risk of losing their benefits next spring unless they can find work.

"I'm confident that people in our programs will be able to meet the deadline," said Marianne Van Fossen, director of welfare-to-work services at the Jewish Employment

and Vocational Service. "I'm very confident in our program. We have a very high success rate."

"We have many success stories — people who have come to this country with nothing, who get a job, master the language and become self-sufficient in a very short period of time."

At the center of one of those success stories are Mikhail Godes and his wife, Marina Olkhova, who arrived here in December with their 6-year-old son, Yevgen, and Olkhova's parents, Leonid and Zorya Olkhova.

They left their home in Zaporozhye, Ukraine, because Godes

Continued on Page 20

With a minimum giving level set for membership, these four societies find their members offer maximum help and involvement.

The last year has been an especially positive one, with programs and projects that perpetuate the Jewish tradition of *medakah*.

The groups, formed by Federation as a salaried to the many physicians, accountants and attorneys — as well as other professionals — who have an impact on the Jewish community, have served as a forum for like-minded men and women to mingle while making meaningful contributions.

"We had an unexpectedly terrific response from the physicians community," says Dr. Gary V. Gordon, a rheumatologist who serves as co-chair of the Maimonides Society with Dr. Arthur Frankel and Dr. Bernie Dishler.

"We created a level of giving that is not such a reach for most people."

In doing so, Gordon found that so many also

"The whole concept of *tikkun olam* is something I'd like to see us involved in."

Dr. Gary V. Gordon, co-chair, Maimonides Society

Continued on Page 22



Mikhail Godes and Marina Olkhova join their 6-year-old son, Yevgen, outside a JEVS facility.

ISRAELIS AND PALESTINIANS: BACK TO THE TABLE — PAGE 26

Welfare to Work

Continued from Page 1

lost his job and also because of the anti-Semitism there, according to Godes.

"I was looking for a job throughout the country, and I was worried about the future, about my son and about my family," the 38-year-old emigré said as he and his wife sat in a lounge at the JEVS Center for New Americans in Northeast Philadelphia.

"We were very afraid about anti-Semitism," Godes added. "I want to tell you a very sad history. Whenever there's trouble, Jews may be blamed."

Last year, the family took advantage of an opportunity to move to Philadelphia, where Olkhova has relatives.

"We started to study English here [at the CNA] on Jan. 5, and I am glad really to meet with an American teacher," Godes said. "I am feeling how I improve."

His job developer at the JEVS center, Larisa Clymer, also taught him the "special rules" of how to find a job — how to speak with employers and how to write a résumé, added Godes, who formerly repaired aircraft motors in a factory.

"As for me, I had a lot of interviews. [But] I had no chance to get a job. Employers thought about me: This guy doesn't have an American experience."

Finally, Godes said, he decided to apply for an entry-level position as he works to improve his English.

"I had an interview with an employer and they hired me," he said, adding that his job is in the shipping department at the DataRam Corp. in Ivyland.

"People are very friendly there, really, and I'm excited to work with Americans. It's a very good school for me to have an American experience."

Meanwhile, Marina Olkhova, 34, a music teacher, got a job teaching at the Azbuka Day Care Center in the Northeast.

"I'm looking for a job as music teacher in the future," she said. "I love my profession."

Happy to be earning money and leaving welfare behind as they move toward independence, the couple are continuing to improve their language skills at the CNA.

"I need to improve my English," Godes said. "I should learn and study, study, study and again study."

Each day before work, both Godes and Olkhova go to the JEVS center to attend English-language classes and practice conversational English with volunteers.

They are among some 127 emigrés enrolled in English-language classes there, and among about 60 emigrés who meet regularly with 30 JEVS volunteers.

"It's a good people. It's a good people," Godes said, referring to the JEVS teachers and volunteers. "They spend a lot of energy to teach us."

JEVS, an independent, nonsectarian, social-service agency, is working to create such success stories within the city and the state.

The agency, which is a constituent of the Jewish Federation of Greater Philadelphia, has contracts with the Pennsylvania Department of Public Welfare and the Private Industry Council to provide job-training programs that will transform welfare recipients into workers.

JEVS is also currently applying to be one of the many contractors providing job-training programs under the city's welfare-to-work initiative, Greater Philadelphia Works.

"One of the reasons we took this challenge is that we wanted to be part of making a difference in our community — a positive difference, to give people the resources to become as self-sufficient as possible, which is what JEVS is all about," said Jay Spector, executive director of the agency.

"This is a crisis in our community," said Spector, pointing to the potential negative impact on the community of people being dropped from the welfare rolls with no safety net to catch them. "Certainly, organizations that do great work in this area needed to step forward to help make this transition possible."

JEVS goes about the business of guiding its clients from welfare to work through a variety of programs that

are open to Jews and non-Jews alike, according to Van Fossen. The agency actually placed an estimated 2,100 individuals in jobs last year.

"JEVS defines our goal as helping to heal the world," she said. "Maimonides talks about the highest degree of charity as helping someone become self-sufficient. That's the guiding force for our agency."

Among the JEVS programs helping to heal Greater Philadelphia's world are:

The Center for New Americans. Funded by the Jewish Federation, the CNA provides language instruction, job counseling, interview instruction and acculturation to Jewish emigrés from the former Soviet Union. Last year, the center served 230 Jewish emigrés and placed 60 in jobs during their initial months here.

The Refugee Assistance Program. Funded by the state Department of Public Welfare, RAP provides job counseling, support and placement services to refugees from all over the world. The program served 770 refugees last year and placed about 300 in jobs.

Rapid Attachment. Also funded by the state Department of Public Welfare, Rapid Attachment offers an eight-week job-readiness program, intensive case management and assistance in job searches. In 1997, the program served more than 1,000 clients and placed more than 600 in jobs.

Project Connect. This three-year welfare-to-work initiative, which ended in June, served 1,345 individuals last year and placed 907 in jobs.

RETAIN — Regional Employment and Training Achievement Initiative. A new program at JEVS, RETAIN offers a variety of job-retention strategies, including job-coaching, mentoring, advanced career training and help with child-care and transportation needs.

REACH — Reaching Employment and Climbing Higher. Funded by the Office of Emergency Shelter and Services, this new program serves those who are difficult to place because of low literacy levels, homelessness and the absence of a work history.

SAW — Seniors at Work. Funded by the National Council on Aging Inc., SAW is designed to serve low-income Philadelphians over the age of 55. SAW served 215 clients last year and placed 27 in jobs.

Many of JEVS' clients benefit from the intensive training programs at the Orleans Technical Institute in the Northeast, Van Fossen said. Several thousand people from across the city spend 30 hours per week at the institute, learning job skills in such fields as office work, building maintenance and computers.

JEVS also works with other Jewish agencies in the effort to move individuals from welfare to work.

For example, the Jewish Family and Children's Service of Greater Philadelphia, in the course of helping low-income clients through its counseling services, also helps them navigate their way toward work, according to Thomas Bale, district director of the JFCS office on the Mandell Education Campus in Elkins Park.

"We're concerned about trying to help people become self-sufficient," Bale explained. "We do help them access resources that might be available to them."

"Wherever possible, we coordinate with JEVS."

In addition to preparing people to find jobs, JEVS is developing new programs to help them keep the jobs they find, according to Van Fossen.

"The resources somebody is able to tap into by being assigned to a program like ours are profound," she said.

However, she added, only one out of every six welfare recipients in the city has been assigned to a welfare-to-work job-training program such as those offered by JEVS. The others have been left to scramble for jobs on their own.

"What worries me about the March deadline is that we're not going to get to everybody who needs the training," Van Fossen said, explaining that the city is not providing enough funding fast enough to help everyone meet the March deadline.

"Welfare-to-work programming is desperately needed," she said.

"I'm confident that people in our programs will be able to meet the deadline."

MARIANNE VAN FOSSEN,
DIRECTOR,
WELFARE-TO-WORK
SERVICES, JEVS

Adult Education and Race

Adult Literacy and Race

The 1992 National Adult Literacy Survey, a project funded by the U.S. Department of Education's National Center for Education Statistics and administered by Educational Testing Service in collaboration with Westat, Inc, provided the most detailed portrait that has ever been available on the condition of literacy in this nation -- and on the unrealized potential of many of its citizens.

The National Adult Literacy Survey profiled the English literacy of adults in the United States based on their performance across a wide array of tasks that reflect the types of materials and demands they encounter in their daily lives. Each survey participant was asked to spend approximately an hour responding to a series of diverse literacy tasks as well as questions about his or her demographic characteristics, educational background, reading practices, and other areas related to literacy. Based on their responses to the survey tasks, adults received proficiency scores along three scales which reflect varying degrees of skill in prose, document, and quantitative literacy.

Major findings include:

- Twenty-one to 23 percent -- or some 40 to 44 million of the 191 million adults in this country -- demonstrated skills in the lowest level of prose, document, and quantitative proficiencies (Level 1). Though all adults in this level displayed limited skills, their characteristics are diverse. Many adults in this level performed simple, routine tasks involving brief and uncomplicated texts and documents. For example, they were able to total an entry on a deposit slip, locate the time or place of a meeting on a form, and identify a piece of specific information in a brief news article. Others were unable to perform these types of tasks, and some had such limited skills that they were unable to respond to much of the survey.
- Many factors help to explain why so many adults demonstrated English literacy skills in the lowest proficiency level defined (Level 1). Twenty-five percent of the respondents who performed in this level were immigrants who may have been just learning to speak English. Nearly two-thirds of those in Level 1 (62 percent) had terminated their education before completing high school. A third were age 65 or older, and 26 percent had physical, mental, or health conditions that kept them from participating fully in work, school, housework, or other activities. Nineteen percent of the respondents in Level 1 reported having visual difficulties that affect their ability to read print.
- Some 25 to 28 percent of the respondents, representing about 50 million adults nationwide, demonstrated skills in the next higher level of proficiency (Level 2) on each of the literacy scales. While their skills were more varied than those of individuals performing in Level 1, their repertoire was still quite limited. They were generally able to locate information in text, to make low-level inferences using printed materials, and to integrate easily identifiable pieces of information. Further, they demonstrated the ability to perform quantitative tasks that involve a single operation where the numbers are either stated or can be easily found in text. For example, adults in this level were able to calculate the total cost of a purchase or determine the difference in price between two items. They could also locate a particular intersection on a street map and enter background information on a simple form.
- Black, American Indian/Alaskan Native, Hispanic, and Asian/Pacific Islander adults were more likely than White adults to perform in the lowest two literacy levels. These performance differences are affected by many factors. For example, with the exception of Asian/Pacific Islander adults, individuals in these groups tended to have completed fewer years of schooling in

this country than had White individuals. Further, many adults of Asian/Pacific Islander and Hispanic origin were born in other countries and were likely to have learned English as a second language.

- Of all the racial/ethnic groups, Hispanic adults reported the fewest years of schooling in this country (just over 10 years, on average). The average years of schooling attained by Black adults and American Indian/Alaskan Native adults were similar, at 11.6 and 11.7 years, respectively. These groups had completed more years of schooling than Hispanic adults had, on average, but more than a year less than either White adults or those of Asian/Pacific Islander origin.
- Nearly one-third of the survey participants, or about 61 million adults nationwide, demonstrated performance in Level 3 on each of the literacy scales. Respondents performing in this level on the prose and document scales were able to integrate information from relatively long or dense text or from documents. Those in the third level on the quantitative scale were able to determine the appropriate arithmetic operation based on information contained in the directive, and to identify the quantities needed to perform that operation.
- Eighteen to 21 percent of the respondents, or 34 to 40 million adults, performed in the two highest levels of prose, document, and quantitative literacy (Levels 4 and 5). These adults demonstrated proficiencies associated with the most challenging tasks in this assessment, many of which involved long and complex documents and text passages.
- Adults with relatively few years of education were more likely to perform in the lower literacy levels than those who completed high school or received some type of postsecondary education. For example, of each of the three literacy scales, some 75 to 80 percent of adults with 0 to 8 years of education are in Level 1, while fewer than 1 percent are in Levels 4 and 5. In contrast, among adults with a high school diploma, 16 to 20 percent are in the lowest level on each scale, while 10 to 13 percent are in the two highest levels. Only 4 percent of adults with four year college degrees are in Level 1; 44 to 50 percent are in the two highest levels.
- For the most part, differences in average proficiencies among minority subgroups are reduced when comparisons are made only among individuals with the same levels of education. However, even when one controls for level of education, large differences in average performance continue to be observed. The average differences in prose, document, and quantitative proficiencies between White and Black adults are 49, 50, and 63 points respectively. When level of education is taken account the average proficiency differences across nine levels of education decrease to 36, 37, and 48 points respectively -- which some have attributed to the variation in quality of education available to the two populations.
- With one exception, for each racial or ethnic group, individuals born in the United States outperformed those born abroad. The exception occurs among Black adults, where there was essentially no difference (only 3 to 7 points). Among White and Asian/Pacific Islander adults, the average differences between native-born and foreign-born individuals range from 26 to 41 points across the literacy scales. Among Hispanic adults, the differences range from 40 to 94 points in favor of the native born.
- Adults in prison were far more likely than those in the population as a whole to perform in the lowest two literacy levels. These incarcerated adults tended to be younger, less well educated, and to be from minority backgrounds.
- Adults in the lowest level on each of the literacy scales (17 to 19 percent) were far more likely than those in the two highest levels (4 percent) to report receiving food stamps. In contrast, only 23 to 27 percent of the respondents who performed in Level 1 said they received interest from a savings or bank account, compared with 70 to 85 percent in Levels 4 or 5.

- Nearly half (41 to 44 percent) of all adults in the lowest level on each literacy scale were living in poverty, compared with only 4 to 8 percent of those in the two highest proficiency levels.
- On all three literacy scales, adults in the higher levels were more likely than those in the lower levels to report voting in a recent state or national election. Slightly more than half (55 to 58 percent) of the adults in Level 1 who were eligible to vote said they voted in the past five years, compared with about 80 percent of those who performed in Level 4 and nearly 90 percent of those in Level 5.

The Federal Adult Education Program

The Adult Education Act Basic Grants are the major source of Federal support for basic skills programs. The purpose of the program is to provide educational opportunities for adults over the age of 16, not currently enrolled in school, who lack a high school diploma or the basic skills to function effectively in the workplace in their daily lives.

Basic Grants to States are allocated by a formula based upon the number of adults, over age 16, who have not completed high school in each State. States distribute funds to local providers through a competitive process based upon State-established funding criteria. Eligible providers of basic skills and literacy programs include: local educational agencies, community-based organizations, correctional education agencies, postsecondary educational institutions, public or private nonprofit agencies, institutions that have the ability to provide literacy services to adults and families, and for-profit agencies, institutions or organizations which are part of a consortium, that includes a public or private nonprofit agency, organization or institution.

Local programs of instruction emphasize the acquisition of basic skills including: reading, writing, computation, communication and problem solving. Courses on instruction include Adult Basic Education (ABE), Adult Secondary Education (ASE), and English as a second language (ESL). ESL services for limited English proficient adults continues to be the fastest growing component of the adult education program (see Appendix A for a chart based on adults served in each program, by ethnicity).

The 1999 budget includes \$361 million for a reauthorized Adult Education State Grants program, up \$15.7 million or 4.5 percent to help states to increase the number of adults served and allow them to focus on improved program quality and student achievement.

The \$27 million request for Evaluation and Technical Assistance is a \$22 million increase over the 1998 level. Most of the proposed increase is for a \$20 million initiative to develop model English as a second language programs. This new activity would fund demonstrations involving different instructional approaches, delivery methods, teacher qualifications, and resource levels for providing English instruction to Hispanic and other adults who lack proficiency in English. Up to 40,000 adults would be served through the demonstrations. The remaining Evaluation and Technical Assistance funds would provide continued support for major evaluations and technical assistance activities, including a national study of adult education instruction and outcomes instruction, as well as efforts to help States develop results-based performance information systems.

For the National Institute for Literacy, the Department's \$6 million request would continue efforts to identify, promote, and demonstrate approaches that effectively respond to the diverse needs of adult learners, build adult literacy providers' capacity to meet client needs with high-quality services tied to rigorous content standards, and increase national awareness of the importance of literacy and public support for literacy programs.

The Adult Secondary Education Program

The Federally funded, State-administered Adult Education Act (Public Law 100-297) as amended by the National Literacy Act of 1991 (Public Law 102-73), permits State education agencies to use not more than 20 percent of their Federal allotment for Adult Secondary Education (ASE) Programs. In FY 1997, adult education programs had an enrollment of 4 million adults.

Who are likely candidates for adult secondary education? They are students who did not complete high school and are aged 16 and older. According to the 1990 statistics of the U.S. Bureau of Census, they number more than 44 million adults. Whatever their reasons for not completing a traditional high school education program, these adults are among the prime potential beneficiaries of lifelong learning. As demand has risen, states have responded by expanding program options. Currently the two most common adult secondary learning options are:

- GED Tests;
- National External Diploma Program (NEDP)

The GED Tests and the NEDP are both national programs with established criteria, administered by the American Council on Education.

A majority of all adult secondary education students are preparing for the GED Tests. The GED Tests are offered in each state through GED Administrators, who appoint GED examiners at the local level to actually administer the tests to students. Successful completion of the series of five tests (mathematics, interpreting literature, science, social studies, and writing skills) leads to a diploma of high school equivalency. The GED Testing program is responsible for one out of every seven high school diplomas awarded in the United States every year. The average age of GED graduates in the U.S. and its territories was 25.

The Tests of General Educational Development (GED Tests) are designed to measure the major and lasting academic outcomes normally acquired through completion of a typical high school program of study. Each of the five tests uses a multiple-choice question format. Every GED candidate must also satisfactorily complete a timed essay on an assigned topic in order to pass the GED Tests.

Each of the five tests in the GED battery is developed from specifications established by experienced secondary school and adult educators and is reviewed by subject matter experts. Every test question undergoes multiple reviews by test specialists and external content specialists and is evaluated for fairness. Each question is also field tested before becoming part of a final test form.

The GED Tests are standardized on a regular basis using a national stratified random sample of graduating high school seniors, tested in the spring of their senior year. These seniors establish the performance standard required for examinees to earn a GED diploma. Equating studies ensure comparability across different forms of the GED Tests.

The GED standard score scale is derived directly from the performance of graduating high school seniors. Standard scores, and the accompanying percentile ranks, provide the vehicle for comparing the performance of GED examinees to the performance of graduating high school seniors. In order to pass the tests, the GED candidate must demonstrate a level of skill that meets or surpasses that of the top 66 percent of graduating high school seniors.

In January 1997, the GED Testing Service convened a 29-member Specifications Committee, in Washington, DC, to develop specifications for the new GED 2000 Series Tests. The Test Specifications Committee was selected after an extensive nomination process and consisted of experts from throughout the United States and Canada representing the four academic disciplines of English language arts, mathematics, science, and social studies.

Currently, the GED Testing Service is researching the Specification Committee's recommendations to determine the structure of the new

GED 2000 Series Tests. Implementation decisions regarding content validity, reliability, and feasibility are in process. The final specifications will be presented for approval to the GED Advisory Committee, The Commission on Adult Learning and Educational Credentials, and the ACE Board.

The new tests will continue to provide adults who have not graduated from high school the opportunity to earn a high school equivalency diploma by taking and passing the tests. The new tests will continue to reflect the major and lasting outcomes of a four-year high school program of study in the core academic disciplines (English language arts, mathematics, science, and social studies), with an increased emphasis on workplace and higher education needs.

The National External Diploma Program is, like the GED Tests, a national program administered by the American Council on Education with established criteria for completion. It awards a traditional high school diploma to skilled adults, over age 21, who have acquired their high school level abilities through life experience. The average age of the EDP graduate is 37 years. The External Diploma process requires adults to demonstrate their ability in a series of simulations that parallel job and life situations, there are no required courses to complete. It is frequently the choice of adults for whom testing and curriculum-based classroom instruction have been barriers to high school completion. Adult abilities are evaluated against established national performance criteria instead of by comparison with others. The competencies they must demonstrate parallel those expected of a skilled employee as determined by the Workforce 2000 research, including oral and written communication, computation, and ability to manipulate and analyze data in context. The External Diploma Program (EDP) is based on an extensive pilot effort in New York State. The program has been implemented in 13 states and awarded more than 10,000 high school diplomas to adults.

Adult Participation in English-as-a-Second-Language (ESL) Classes

According to the 1990 Census Report, an estimated 4 to 6.5 million residents of the United States either spoke no English or have only limited English proficiency. Additionally, a number of new immigrants to the United States are illiterate in their native language or have few years of formal schooling in their home countries. Because of their limited English skills, non-English speakers are often confined to employment in entry level jobs or are unable to participate fully in an English language society.

The demand for English to speakers of other language classes continues to rise. The demand for citizenship preparation is a growing trend in many states. Student enrollments, class sizes and waiting lists continue to increase throughout the country, especially in California, Florida, Texas, New York, New Jersey, and Illinois where 82 percent of ESL participants resided in 1996.

Adults and out-of-school youth 16 years of age or older, who have limited ability in speaking, reading, writing or understanding the English language or whose native language is not English are eligible for adult education services. English to Speakers of Other Languages (ESOL) programs are funded under the Adult Education Act, Public Law 100-297, as amended by the National Literacy Act of 1991, Public Law 102-73.

ESOL programs are designed to help these adults learn to communicate in English so that they can meet their personal, vocational, academic, community, and employment goals. Adult participants include permanent residents of the United States, refugees, migrant workers, and immigrants. Immigrants represent the largest group served in the Federal Adult Education Program. Participants come from a broad array of cultural, educational, and socio-economical backgrounds.

In Program Year 1996, more than 4 million adults were served in the Federal Adult Education Program. Enrollment in ESOL classes increased from 396,000 in 1980 to over 1.5 million in 1996.

Currently the single largest language group served in adult ESOL classes is Hispanics, who represent 38 percent of the total adult education enrollment. Asians, the other major group receiving ESL services, represent 12 percent of the total participants in the program.

Adults enroll in ESOL programs for a variety of reasons. They enroll to learn the English language, to gain employability, to improve job skills, or learn to communicate in English with family, friends, or employers. Others want to pass the citizenship test, obtain a GED, or complete their academic education. Factors that motivate adults to learn English include the desire to work, help their children with school, and to increase their own confidence and self-esteem as members of their communities.

Language and literacy teachers support instruction that is learner-centered and meets the needs of individual learners. Teachers use a variety of approaches, methods, techniques, and technologies in the classroom. Instruction may be offered in a student's native language or exclusively in English. In most cases, instruction is provided for beginning, intermediate, and advanced levels with specified goals and objectives for each level.

Most of the approaches to teaching adult ESL classes focus on language functions, communicative competence, and grammatical forms or structures. Listening, speaking, reading and writing skills are taught using instructional materials with a life skills content, especially for beginning level ESL students. Program offerings vary and may include instruction in citizenship, ESL literacy, basic skills, vocational, and academic ESL.

ESL Highlights from the 1995 National Household Education Survey (NHES)

According to the NHES:95, about 12 million U.S. adults age 16 and older speak something other than English as their primary home language. The study asked members of this group about their participation in ESL classes during the previous 12 months, their interest in ESL classes, and various barriers that may have prevented them from participating in such classes. Interviews for the NHES were conducted in English or Spanish; hence, there may be some underreporting for persons who could not speak either language.

- About 11 percent of the population of interest reported that they had participated in ESL classes in the 12 months prior to the study. About 25 percent had not taken ESL classes in the previous year, but were very interested (16 percent) or somewhat/slightly interested (9 percent) in doing so. The other 64 percent reported that they had not participated in ESL classes in the previous year and were not interested in participating. Over half of these persons reported that they could read English "very well" or "well." The rest of the nonparticipating adults who were not interested in ESL classes reported that they read English "not well" or "not at all."
- Younger adults were more likely than older adults to have taken ESL classes in the past year. Of those ages 16 to 25, 19 percent participated in ESL classes, compared with 4 percent of respondents 46 years and older. Fourteen percent of non-English speakers with a high school diploma or equivalent but no postsecondary education had taken an ESL class, compared with 8 percent who had not finished high school.
- Recent immigrants (those in the country no more than 5 years) took ESL classes at the highest rate. Also, those who reported that they could read English "well" or "not well" were more likely to have taken an ESL class than were respondents who said that they could read English "very well."
- Of the population of interest who participated in ESL classes, 42 percent did so as part of a college program. An additional 29

percent said they took ESL classes to improve communication skills, 14 percent said they took the classes for a personal, family, or social reason, and the remaining 15 percent said they took the classes for job-related reasons, to improve basic skills, to meet requirements for a diploma or some other certificate, or for some other reason. Among the ESL participants whose classes were not part of a college program, about 74 percent had learned about the classes from family, friends, neighbors, or employers, while 26 percent learned about the classes from newspapers, radio, or some other source.

- Nearly two-thirds of those taking ESL classes outside of a college program were taking them at an elementary school, a secondary school, or a college, the remainder took classes provided by a private organization, a business, or government or some other provider. More than one-third of these participants reported that they did not spend any of their own money for tuition or expenses for the classes. Another one-third reported that they spent \$100 or less to take the class, while the remainder spent more than \$100 for the class. For those who paid for their ESL classes, the average amount spent was \$185.
- Among the 12 million adults whose primary home language was a language other than English, about 25 percent reported that they were interested in taking an ESL class but had not done so in the past 12 months. Of those 3 million adults, 59 percent said they did not know of any classes. When respondents knew about classes, the main barriers that prevented them from taking a class were not enough time (40 percent), cost of the class (26 percent), and child care/transportation (23 percent). The cost of an ESL class was perceived to be a major barrier even though two-thirds of the adults who took an ESL class within the previous year spent \$100 or less for such a class.
- Younger adults, more recent immigrants, and persons whose highest education was a high school diploma or equivalent were more likely to have participated in ESL classes in the previous 12 months. Among those who said they were interested in taking an ESL class but had not, most reported that they did not know about any ESL classes that were available. Among those who wanted to take an ESL class and were aware of opportunities, the main barriers reported were time, money, and child care/transportation.

Workplace Literacy Programs

Workplace literacy programs focus on the literacy and basic skills training workers need to gain new employment, retain present jobs, advance in their careers, or increase productivity. Curricula are developed by educators, working with employers and employee groups, who assemble written materials used on the job and who analyze specific jobs to determine what reading, computation, speaking and reasoning skills are required to perform job tasks effectively. By their nature, successful efforts to institute workplace literacy programs require strong partnerships among educators, employers and employees.

Workers may be identified for participation in the programs by the employer, or they may identify themselves as interested in basic skills training. Workers may participate in programs to upgrade basic skills in order to deal with new technology or to transfer to new positions as old jobs are phased out. Other workers may receive English as a second language training to increase productivity or make them eligible for promotion. Workers also may learn speaking, listening, and problem solving skills to maximize efficiency and participation in team work. Workplace literacy programs may be used to train new hires or may be used to train pools of applicants who will be screened for hiring by employers.

Most workplace literacy programs throughout the United States have been established without Federal assistance. Large businesses and industries frequently establish their own programs. Small organizations may pool resources to establish centers where training designed for a particular type of industry can be offered. Obtaining the cooperation of employee groups and designing a program to meet the mutual goals of employers and employees is essential. Programs are best presented as joint skill development efforts, career

enhancement programs, or other programs acceptable to adult learners in a working environment. Usually employers offer release time which employees match with an equal share of personal time devoted to training. Employers and employee groups work together to establish on-site or nearby training locations.

Section 371 of the Adult Education Act as amended by the National Literacy Act of 1991 authorized the Secretary to make demonstration grants for job related programs of literacy and basic skills that result in new employment, continued employment, career advancement or increased productivity for workers.

This highly competitive program awarded \$118.9 million for 299 demonstration projects in 41 states, the District of Columbia, Puerto Rico, and Guam since its establishment in 1988. Funding levels have increased from \$9.5 million, awarded to 37 projects in 26 states, in FY 1988 to \$18.5 million awarded to 45 projects in 27 States in FY 1994. *The 1995 post-rescission budget included \$12.7 million for the National Workplace Literacy Program. Neither the 1996, 1997, or subsequent budgets include funding for this program.* Partnerships vary with each project. Awards have been made to partnerships including state education agencies, local education agencies, universities, community colleges, community based organizations, businesses, for profit and non-profit industries, labor unions, and private industry councils.

What Works in Adult Education: Models of Excellence

The Secretary of Education established the Secretary's Awards for Outstanding Adult Education and Literacy Programs in 1985 to recognize excellence in local program services for educationally disadvantaged adults. The recognition program has assumed increasing importance as a means of focusing national attention on a range of high quality programs that demonstrate excellence in local communities. The 1996 awards highlights elements of successful workplace literacy, ESL, and other adult education programs -- as well as providing models of excellence for serving customers of diverse ethnic backgrounds.

Model Program I: New York's Consortium for Worker Education

The Consortium for Worker Education (CWE) is a separately incorporated not-for-profit organization comprised of 34 participating labor unions representing more than 600,000 members in New York City. CWE's mission is to provide education and training programs that offer workers opportunities for lifelong learning and training in skills required to build careers in the rapidly changing world of work. CWE offers programs in English as a second language, basic literacy, high school equivalency, workplace literacy, and computer literacy. Each year more than 24,000 workers and family members participate in CWE classes and programs at more than 36 learning and training sites located in all five boroughs of the City of New York.

CWE's Worker Career Centers provide reemployment services to dislocated workers under the federal JTPA-EDWAA program. Approximately 8,000 to 10,000 dislocated workers are served at the Worker Career Centers per annum. CWE's workforce education programs provide enhanced services to dislocated workers by enabling eligible participants to enroll in other CWE programs to expedite the readjustment process.

CWE's educational programs combat unemployment and underemployment by allowing workers to upgrade their skills continuously. Program participants are more likely to secure jobs, earn promotions, and receive better salaries. CWE classes produce one million contact hours of instruction per year. State spending per participant in 1995-96 was approximately \$162.

The more than thirty labor unions that form the consortium are committed to economic growth, as measured by increases in employment and real income, and access to employment and training opportunities in an expanding economy. The hallmark of CWE's

training and education is a unique program approach that promotes lifelong learning, skills upgrading, and career ladders. CWE recognizes that educational programs designed to provide mobility within the workforce as well as facilitate entry into higher educational programs are the highest priority in an era of downsizing, restructuring, and computerization. CWE has developed a proven model of workplace training and education. The model is a general approach based on a philosophy and methodology that encourages integrated, participatory, and continuous education. It serves as a framework for managers, unionists, and workplace educators to devise programs appropriate to their own conditions.

CWE has assembled an impressive track record and documents an 80 percent retention and completion rate of its workers. This comparatively high rate of program retention and completion are the result of worker demand for instruction and workers being recruited for classes through an organization that they perceive as advocating for them - their unions. As judged by a variety of assessment measures, including portfolios, self-assessment and teacher ratings, workers clearly improved in speaking, writing, and reading English. CWE is committed to job placement but also stresses job readiness.

Model Program 2: The Basic Skills Program at Wilkes Community College (NC)

The Basic Skills Program at Wilkes Community College embraces the College's Vision 2000 initiative, a shared vision in education reform directed toward enhancing teaching and learning for the 21st Century. It is designed to prepare adult learners for careers, and to assist those already employed in gaining new skills and knowledge. This adult education program serves a diverse and largely rural population with extensive educational needs, including services for large numbers of high school dropouts and new immigrants to the area. In addition to a high level of commitment, strong leadership and use of extensive institutional resources, the program enhances opportunities for its adult learners through successful collaborations and partnerships with other agencies, businesses, and organizations in the community. To help achieve the performance objectives that the program establishes, it is successfully using innovative instructional approaches at work sites and family resource centers in addition to its regular on and off-campus classes. Last year, the program served some 1,568 students.

The Workplace Literacy program has been successful in establishing partnerships with businesses in supporting workplace instructional sites. The largest partnership with Tyson Foods, emphasizes ESL instruction for the large number of recent immigrants employed at the plant.

The program has achieved excellent coordination and community involvement in planning and implementation. The program Director and staff devote considerable effort to achieving program and student goals through coordination with a broad range of organizations, agencies, businesses, and institutions in the Wilkesboro region. The Wilkes County Literacy Consortium, established with the assistance of the College's Basic Skills Program, works closely with the program and is a strong advocate for this student population. The Consortium is assisting the program in improving marketing, involving business and industry, and in securing funding. In a related achievement, the Business Advisory Council plays a vigorous support role in family literacy and training activities of the Goodwill Family Resource Center. Flexibility and promoting access to services are fundamental concepts of the program. Instructional sites are established at locations convenient to concentrations of student populations, and classes are scheduled based on students' needs.

Profile 3: Austin Community College (TX)

Austin Community College (ACC) has served as the prime sponsor for the Adult Basic Education Program of the Travis County Co-op since September 1973. The program, with annual federal, state, and local funding, serves more than 5,000 of the 35,000 students enrolled at ACC each year, at thirty-nine (39) sites across Travis and Williamson counties. Four of the college's adult education efforts described in this review include: GED Plus Program, the Family Literacy Program, the Workplace Education Program and the

Alternative High School. Through the program's mission, range of comprehensive services, and effective partnerships within the college and in the community, it provides comprehensive services to students covering wide geographic and demographic areas of need. This capability is one of the program's most outstanding elements.

The GED Plus Program links students with ACC services emphasizing transitional options beyond the GED certificate. Major program components include Career Assessment and Career Planning, Deciphering College Information, College Level Skills Orientation, and Career Fairs and College Day events. Group academic instruction emphasizes teamwork, listening and communication skills, personal responsibility and self-awareness; personalized tutoring, computer-assisted instruction, and basic computer literacy are additional features. Major program objectives include providing skills assessment and certification, developing and completing career plans, developing a "functional context" classroom, arranging work-based experiences, and maximizing support services to ensure a smooth transition from GED into college, training, or employment. Throughout the program, students are encouraged to look beyond just getting a GED.

MinCo University is a recently established workplace literacy program at MinCo Technology Labs, Inc. This outstanding adult education program is offered on site and customized to meet the needs of all sections of the workplace. Its mission is to offer education services that allow workers to expand on their basic education, acquire new skills and advance in their careers. As judged by the positive evaluations from both students and teachers and total support from the organization, this endeavor promises to become an exceptional workplace literacy program. It is the product of successful collaborative efforts within the college as well as with business and industry.

Profile 4: Great Oaks Workplace Literacy Program (OH)

The Great Oaks Workplace Literacy Program provides 55 hours of literacy instruction at 12 work sites in Greater Cincinnati. All classes are funded by the businesses in which they are located. Current offerings include basic skills such as reading, writing, math, GED test preparation, communication skills, personal finance, blueprint reading, and English as a second language.

Each on-site program is designed specifically to meet the literacy and math skill needs of employees as determined by the job requirements of the individual companies. This program is conducted in the context of Great Oaks's Adult Basic and Literacy Education focus, which has as its goal to provide quality programs of assessment, fundamental skills update, and goal-oriented training for adults in the general population and employer-initiated programs.

All workplace programs are based on the five key components of the statewide plan, Jobs: Ohio's Future. These components are: development of stakeholder support, assessment of workplace skills, workplace program design, program implementation, and evaluation. Employers are also asked to consider the purpose of their planned workplace literacy program, why they are choosing to provide the worksite training and where they hope it will lead the employees and the company.

Workplace program instructors are full members of a program team at each company, which includes a company representative, a Great Oaks supervisor and an instructor. The teams are empowered to handle the day-to-day challenges that affect each program. The instructors are considered account representatives and are expected to treat the company representatives and students as customers.

Workplace instructors clearly understand each program's objectives. They have conducted the recruitment and assessments and understand each program's budget. The instructors tour the client companies' operations and understand each business. Instructors use an informal task analysis with each class to relate the instruction to each company's business and the work performed in the company.

During 1996, more than 500 adults received literacy instruction in 15 programs. Outcomes for the participating companies include

increased GED attainment by employees, reduced employee error and reduced rate of waste and scrap for materials used in manufacturing processes. Other outcomes included improved employee productivity, increased employee attendance, a reduction in the number of personal leave days requested, increased promotions among participants, and a willingness by employees to assume greater responsibility by participating on company work teams.

One participating company found that the program was an important factor in helping its employees improve their productivity. The company went from losing revenues to being able to pay all employees significant monthly bonuses determined by production output for the month. Among 15 employees participating at another company, six have received their GEDs.

Profile 5: Los Angeles Unified School District (CA)

The Division of Adult and Career Education (DACE) of the Los Angeles Unified School District (LAUSD) has the largest adult education program in the nation. The DACE operates 26 community adult schools, 12 employment preparation centers, one business/industry site and six comprehensive family literacy centers. More than 350,000 students representing diverse ethnicities enroll every year. Student target populations include: (1) adults entering and reentering the job market, seeking to obtain English language skills, complete a high school education or GED certificate; (2) in- and out-of-school youth (ages 16-21); and (3) parents seeking to enhance their parenting and literacy skills.

Students have an opportunity to enroll in more than 700 state-certified courses. Adult education classes are offered in more than 700 public school locations, leased facilities, community centers, business and industry sites. Learning opportunities also are offered via distance learning on the district-owned television station, KLCS. Classes are competency-based, conform to the California Department of Education's Model Program Standards, and feature individual, small group and whole group instruction. Computer-assisted instruction is an integral part of the program. Teachers use varied methodologies and strategies, such as cooperative learning, to address the diverse learning styles of the students. Each community adult school and employment preparation center has full-time counselors to provide assessment, program planning, referrals, and other supportive services. Child care is provided at some adult schools and centers. All adult schools are fully accredited by the Western Association of Schools and Colleges (WASC).

This program adapts traditional family literacy models which include preschool classes, adult basic skills training, parent education, and parent-child interaction to meet the demands of inner city neighborhoods. The adapted model addresses the needs of minority and economically disadvantaged individuals. This adaptation can be used in high-poverty urban areas nationwide. Promising and innovative practices that are transferable to other urban sites include: integration of adult and parent education; linkages to postsecondary and employment training; innovative support services; and scheduling around core activities in family literacy. This holistic approach helps parents take control of their future and influence their children in positive ways.

- Centers have formed articulation agreements with various two- and four-year institutions.
- Fund-raising efforts to obtain private sector support have provided large portions of the various centers' operating budgets. For example, three of the centers are partially funded by Toyota Families for Learning grants.
- Some students who are enrolled in the program are AmeriCorps volunteers.
- Centers typically offer employment readiness opportunities, and the employment preparation center model offers job skills as a key component of the program.
- All centers are located near accessible public transportation.

The DACE model served more than 300 families in 1994-95. During that period: 95 percent of the participants who enrolled in GED classes received the GED certificate; 98 percent of family literacy participants who enrolled in English as a second language training

advanced at least one level; 95 percent of family literacy participants received more than 200 hours of training; and 82 percent of the adult family literacy participants reached their stated goals. Adults enrolled in the family literacy program advanced at least two grade levels as measured by the Tests of Adult Basic Education (TABE). Preschool children increased their school readiness skills in six areas by an average gain of 81 percent as measured by the Child Observation Record (COR).

Charles Kamasaki

↳ 2 or 3 Things

@state level, much more
political
Rep. Gov's

Adult Educ. Act → Community Colleges
Schools

Nothing except by accident → ^{support for} CBOs do this.

Also not out there, support for businesses and others
to do this.

Levi Strauss

Not much federal support

Modest Challenge Grant

→ English Lang. Proficiency Act (Bilingual)
in 1988 ESEA
never fully funded

Authorized
~~Tax incentives~~

50% match required (CBOs)

w/ \$20K grant — 400-500 people

SED centers w/ ESL

20-30 person classes @ night
6 week courses

(+) Tax incentives for businesses

1.2 million



National Immigrant Forum

has done focus groups on term "ESL"

people hate the term

hear: English is the second language.

English Language Training

Call
Frank for
Research

More survival Eng. programs than literacy programs.

↑
harder to teach

Various populations to serve

no reading @ all — lots

Some community colleges have H.S. equivalency requirement

→ Separate pots for community colleges.

Include a volunteer component

① a priority w/in Educ. priority
w/ Americorps. (literacy)

→ Add # of volunteers
dedicated to this.

② VISTA

training X more VISTA workers to do this

③ Retired Senior Volunte Corps

- What they need to know to become citizens
 - History
 - Civics
- How to be a good citizen
 - Responsibility to becoming an American
- Acclimation
 - Curriculum on law
banks
schools

Not much of a repository TOE

Little mtg. → TSEL Language
Center for Applied Lit.
Joint Nat. Committee on English
Adult Educ.
Refugee groups (Catholics)
↓

Forest Chisman

↳ wrote book called Jumpstart
some states adopted
ESL research is very developed

TO: Ceci Rouse
/Julie Fernandez

12/3

FROM: Andrea Kanne

Here is info Ann Morse sent over
on models of ESL/employment/acclimation.

Dec. 1, 1998

Andrea,

Here are some of my "usual suspects" for this issue. I'm also sending over a package of material for you. My computer crashed today, so it slowed me up a little. Some interesting highlights:

OICW in California (like CET): Opportunities Industrialization Center West (415-462-6315 – ask for the director)

The Arlington program – REEP; see the CAL newsletter;

The Arlington Hyatt had ESL classes for its employees, paying teachers and including a curriculum focused on hotel concerns (1995 Washington Post article)

The Intercontinental Hotel in Chicago serves primarily refugees but also immigrants with a variety of education, job training, and orientation

Researcher contacts:

Michael Fix, Urban Institute – 857-8517

Tom Espenshade, Princeton, NJ 609-258-5233

Center for Applied Linguistics – Donna Christian, 429-9292

California Tomorrow – Laurie Olsen, 415-441-7631

Legislators:

Delegate Karen Darner, Virginia 703-271-5284 (education experience/teacher)

Senator Richard Polanco, California 916-445-7587 (education experience)

Former California state senator Grace Napolitano, incoming Congresswoman (distance learning idea for citizenship classes)

NYANA – New York Association for New Americans 212-898-4116

Maryland Office for New Americans – Frank Bien, 410-767-7021

Ideas for funding ESL –

Leveraging private w/ public funds (using some of the existing corporate, state, refugee program models)

→ Clearinghouse for translated materials on the web for easy distribution

Citizenship/ESL connection

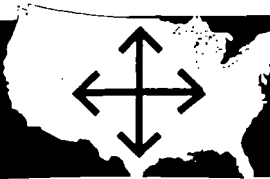
WtW options?

television programming

Elements of refugee program include Vocational ESL; complementary work/training with English language study; supplementary services such as orientation to community, connection to local Mutual Assistance Associations (the ethnic associations).

Have to run, but please call tomorrow if you want to talk.

Ann Morse



PROGRAM in IMMIGRANT EDUCATION

THE ANDREW W. MELLON FOUNDATION

CAL CENTER FOR APPLIED LINGUISTICS

THE CHANGING U.S. POPULATION

While immigration has affected all aspects of American life, nowhere is the changing demography of the United States more keenly felt than in education. The education system is poorly prepared to meet the special needs of linguistically and culturally diverse students, and problems are especially acute at the secondary level. High dropout rates, among other indicators, point to the difficulties schools have in providing adequate and appropriate education for these students.

A number of factors underlie the failure of secondary schools to serve immigrant students, including:

- A shortage of school personnel trained to meet the specific needs of secondary immigrant students;
- A school structure that does not ensure smooth transitions from program to program, or school to school, or school to work;
- A school system that fails to give immigrant students access to academic concepts and skills;
- A lack of appropriate assessment policies and procedures for immigrant students;
- Few curricular and programmatic alternatives for late entrant students who need to develop language, academic, and life skills to prepare them for options beyond high school;
- Little support for school staff (financial resources or extra time) to work together to make necessary changes.

These factors characterize an educational system that has had difficulty keeping up with its changing population, particularly at the secondary level. While there is relatively little research thus far that provides solutions, the studies that have been done indicate that creative new approaches are needed.



DEXTER DONG PHOTOGRAPHY

THE PROGRAM IN IMMIGRANT EDUCATION

The Program in Immigrant Education is a response to the serious situation facing immigrant secondary students and the schools that serve them. Because there is clearly a mismatch between the numbers and needs of secondary immigrant students and the resources that school systems are able to provide, the Mellon Foundation has initiated an innovative and timely intervention in this educational arena. Stephanie Bell-Rose, the Foundation's Program Officer, describes as the purpose of the precollegiate program "to improve secondary education for

immigrant students by working toward three goals: (1) improving English language and literacy development; (2) improving mastery of academic content and skills; and (3) improving access to postsecondary opportunities (including preparation for higher education and the workforce)."

DEMONSTRATION PROJECTS

Four local demonstration projects have been established to design, implement, document, and evaluate school-based programs for immigrant students at the secondary level. The projects are collaborative efforts that link educational organizations, school districts, schools of education, postsecondary institutions (including community colleges and vocational training programs), community-based organizations, and businesses. The Mellon Foundation has awarded grants for demonstration projects to the following organizations:

**CALIFORNIA STATE UNIVERSITY,
LONG BEACH**

LONG BEACH, CA

PROJECT DIRECTOR: DAVID RAMIREZ

CALIFORNIA TOMORROW

SAN FRANCISCO, CA

PROJECT DIRECTOR: LAURIE OLSEN

**INTERCULTURAL DEVELOPMENT
RESEARCH ASSOCIATION**

SAN ANTONIO, TX

PROJECT DIRECTOR: ALBERT CORTEZ

**UNIVERSITY OF MARYLAND
BALTIMORE COUNTY**

BALTIMORE MD

PROJECT DIRECTOR:

JOANN (JODI) CRANDALL

These institutions and project directors are leaders in the field of language minority education working with local school systems.

Each project collaborates with one or two school districts in major centers of immigrant settlement. In most districts, both high schools and middle schools participate. The diversity of participating districts reflects the broad range of immigrant-receiving communities, in terms of



DEXTER DONG PHOTOGRAPHY

settlement patterns and cultural/linguistic makeup. Some districts are in communities where immigrants first settle on arriving in this country, and others are in areas where immigrant families tend to move after a year or two. One district is in a rural area and includes migrant students. All of the participating schools have large numbers of students who do not speak English natively. Several districts are primarily Hispanic (mostly Mexican American), and one of these has a significant number of Cambodian speakers as well. Other districts have a high degree of diversity; in one, students come from 124 different countries and speak 101 different languages (most of the Spanish-speaking

students are Central American). In addition, several districts have large numbers of African American students.

CAL'S ROLE

The Center for Applied Linguistics (CAL) serves as the coordinating organization for the program (Donna Christian, Program Director; Joy Kreeft Peyton, Associate Director). CAL is a Washington, DC-based non-profit organization that has been active for 35 years in working on issues related to language and culture. As coordinator of the program, CAL:

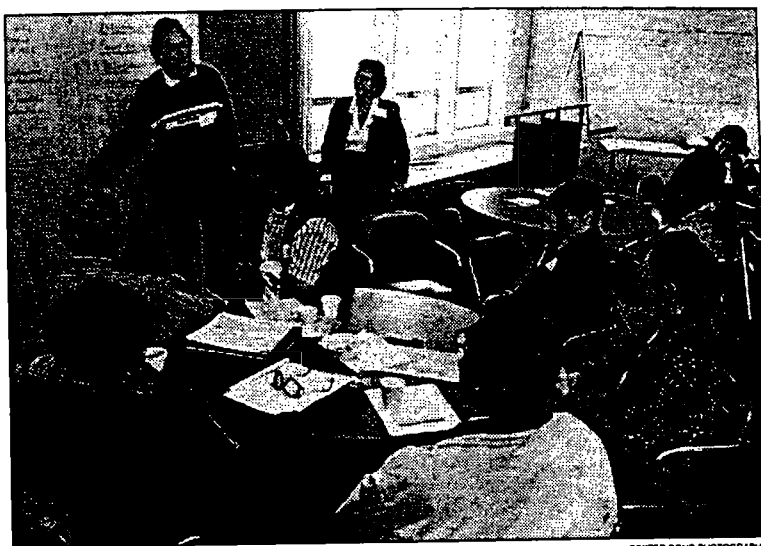
- Facilitates collaboration across demonstration projects;
- Oversees project and program research and evaluation;
- Coordinates the writing and production of publications;
- Disseminates results;
- Works with the Advisory Committee and a policy working group.

Among the products of the program will be a monograph series, featuring discussions by immigrant education experts on the following topics: professional development, program design and instructional strategies, underschooled immigrant students, smoothing transitions within school and to post-school opportunities, and policy issues. These papers are summarized elsewhere in this brochure.

PROJECT ACTIVITIES

During an eight-month planning phase, each project conducted a needs assessment to describe the local context and array of services available for immigrant students. The collaborating partners at each site

worked together to define their roles and develop a detailed plan of implementation. School-based teams were formed, curriculum development was initiated, and professional development activities were planned. In addition, projects began to work together to develop ways of sharing their expertise and documenting what is being learned. In the fall of 1994, the projects began implementation in the schools.



DEXTER DONG PHOTOGRAPHY

IMPACT

The demonstration projects promise to have a significant impact on the education of secondary immigrant students at both local and national levels. At the local level, these projects are developing and assessing strategies and methods that will strengthen participants and inform other local schools and institutions. As a result of wide dissemination efforts throughout the life of the project, these strategies and methods will become nationally known as well, and the insights gained by the program will be shared with educators, policymakers, and researchers around the country.



The program holds great potential for advancing the field of immigrant education on several fronts. Until now, the field has focused primarily on elementary-level education for immigrant students and has just recently turned its attention to the secondary level. By focusing attention on secondary immigrant education nationally, this program will broaden the discussion and strengthen the forces working to improve education for this population.

The coalition of local demonstration projects will supply the field with exemplary approaches for addressing the issues, adding substance to calls for reform. A research and evaluation component will allow the formulation of conclusions and recommendations across projects. This combination of concrete implementation experience with reflective research and policy considerations will enhance both theory and practice.

ADVISORY COMMITTEE

A group of specialists in immigrant education provides input on program activities and plans and makes policy recommendations.

Keith Buchanan—Fairfax County (Virginia) Public Schools

Margarita Calderón—Center for Research on the Education of Students Placed at Risk (CRESPAR), The Johns Hopkins University (Baltimore, Maryland)—El Paso, Texas

Eugene García—Office of Bilingual Education and Minority Languages Affairs, US Department of Education

Victoria Jew—California State University, Monterey Bay

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March 1995



Project WE TEACH: When Everyone Teaches, Everyone Achieves

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In this demonstration project, the ESOL/Bilingual Teacher Education Program of the University of Maryland Baltimore County (UMBC) is working with the *Prince George's County (MD) Public Schools* to implement and refine a school-based model for improving the secondary education of immigrant students where there is a high level of linguistic diversity. Other partners include the Prince George's County Coalition for the Foreign Born, a coalition of community-based organizations, social service agencies, educational institutions, and other public and private organizations.

The Prince George's County Public Schools, in suburban Washington, DC, is the 15th largest school district in the United States. It is representative of an increasing number of school districts where the African American and immigrant population constitutes the majority, and the language minority segment is increasing in number and diversity. Language minority students come from over 124 countries and speak 101 different languages. There are also over 2,000 students who speak various West Indian or African varieties of English.

WE TEACH is a project for middle and high schools, involving one middle/high school pair the first year and adding a new pair each year. The school-based approach is implemented by Advocacy and Research Teams at each school made up of key administrators, content area and ESOL teachers, graduate students, student teachers, and parents and community representatives. These teams identify local needs and develop innovations to address them. Curriculum reforms and new courses are being designed and implemented to ease students' transitions through education levels. A counseling/mentoring/writing program assists students academically and encourages them to consider postsecondary education and career options. Test preparation courses have been developed (for the TOEFL and the state's mandatory writing test) and International Women's and Men's Councils meet once a week to assist immigrant students with college applications and career awareness. A cross-cultural leadership training institute for students (BRIDGE), held at an environmental education center run by the County, provided opportunities for teachers and student government leaders to work

with immigrant students on issues of concern to them and the whole school and to develop self-esteem and leadership abilities among this population, as well as to increase the involvement of their parents in the school.

School-based Professional Development Centers place graduate students from UMBC in project schools to assist with project activities. Courses and workshops are provided to increase school staff's ability to work effectively with the changing student population. These courses bring together teachers to learn about topics like Working with Linguistically and Culturally Diverse Secondary Students and World Englishes and Their Speakers; the latter provides background information on the cultures and languages (Englishes) of students from anglophone Caribbean and West African countries, the second fastest growing international student population in the County. School-wide inservice workshops have focused on the development of thematic units. By bringing research and teacher education to the school site, the concept of teacher as researcher and curriculum developer is being institutionalized.

As a result of this project, it is expected that immigrant students in the district will increase their English language, literacy, academic achievement, and functional test performance as well as their participation in postsecondary education and careers. A coherent sequence of English language, literacy, and academic content instruction leading to clear postsecondary education or employment options is being institutionalized, along with improved assessment systems. Professional development activities give school personnel a better understanding of the backgrounds, strengths, and needs of immigrant students and better strategies for serving them, and preservice and inservice teacher education are being integrated. This school-based approach is adaptable to other school districts around the country, and a number of products will provide support for its transfer: a handbook on strategies for meeting immigrant students' language and academic needs; a guide on how to conduct a language across the curriculum research project; a series of course descriptions, curricula, and materials for immigrant students; and a monograph on linking preservice and inservice education. ❖



A Northern California Demonstration Project on the Education of Immigrant Students at the Secondary Level

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The goal of this demonstration project is to develop a process model for creating immigrant-responsive schools that will improve secondary education for immigrant students in varying situations. This school change model is based on six components: an emphasis on professional development, the involvement of teachers in research and reflection, creating forums and support for immigrant advocacy within the school, promoting student voice, regular forums for collaborative planning, and the use of data about immigrant students as a planning tool for schools. California Tomorrow, a non-profit organization focused on building an equitable and strong multicultural society, is working with two school districts in Northern California to develop the model. Other partners include Minicucci Associates, the National Center for Research on Cultural Diversity and Second Language Learning, the Steinbeck Rotary Club, local teacher credential programs, and community colleges.

The two school districts involved are representative of the immigrant student population in Northern California. *Hayward Unified School District* is located in an urban, multi-language and multi-culture community, with immigrant students dispersed throughout the district. 41% of the secondary students in Hayward have a home language that is not English. Nearly half of these are Spanish speakers. Other major language groups include Tagalog, Farsi, Dari, and Vietnamese, with over 50 others represented as well. The project focuses on creating a district-wide model, working with all three comprehensive high schools and the district's English Language Center, an extension newcomer center. Each school has a project coordinator and a "satellite" consisting of all sheltered, ESL, and bilingual teachers. A core planning team works across the three high schools, as well as with postsecondary institutions and community partners. Subject-specific working groups (e.g., on school-to-work transitions) meet as well. The teams are developing the English Language Center into a laboratory school and professional development center for the district in

conjunction with local teacher education programs; creating a strong academic curriculum articulated across high school sites; working with local colleges on targeting immigrant recruitment, counseling, and support for continuing education (academic and vocational); and implementing programs to serve late arrival and underschooled immigrant students.

The second district, *Salinas Union High School District*, is in a central valley agricultural, rural community. The participating high school has mostly Spanish-speaking immigrant and migrant students. In this context, the model focuses on whole-school restructuring including reorganizing the curriculum into interdisciplinary career academies, advisory groups, block scheduling, tutorials, and enrichment periods. An articulated math/science program with feeder middle schools is being developed, as well as non-academic support to help students handle the tensions and stresses of school.

As a result of the project, participating school districts are expected to see an increase in school involvement and achievement among immigrant students, an increase in the number of teachers who are knowledgeable about and prepared to work with these students, and an increase in the number of courses designed to meet the needs of immigrants. Restructured programs (including restructured school scheduling), revised curricula, improved professional development processes for teachers and other staff, and increased collaboration among the schools in the district will be in place. The project will also multiply and strengthen the linkages among institutions in Northern California that can help schools serve immigrants. National impact will derive from the documentation of a model for immigrant-responsive schools with supporting materials, including: needs assessment tools for secondary schools, descriptions of the school restructuring and teacher education process, and a manual for school counselors on advising immigrant secondary students. ❖

Integrating Employment Skills into Adult ESL Instruction

by Allene Guss Grognet
Center for Applied Linguistics

This Q & A discusses how employment preparation can be integrated into the English as a second language (ESL) curriculum, whether in a workplace or a standard adult ESL program. It looks briefly at the history of employment-related ESL; describes the skills needed to get a job, to survive on the job, and to thrive on the job; suggests classroom activities to promote these skills; and touches on future directions for the field.

What is the Historical Link Between Employment and Adult Education?

In the United States, the federal role in adult education was created in 1964 under the Economic Opportunity Act. Under title II-B of the act, the Adult Education Program was established in which instruction in reading and writing English was an allowable option, i.e. a choice, for states. Two years later, in 1966, Congress enacted the Adult Education Act (AEA) which expanded the program to allow services to those with limited English speaking proficiency (U.S. Department of Education, 1991).

According to Moore and Stavrianos (1994), the AEA was established to enact adult education programs that would:

enable adults to acquire the basic educational skills necessary for literate functioning; provide adults with sufficient basic education to enable them to benefit from job training and retraining programs, and obtain and retain productive employment so that they might more fully enjoy the benefits of citizenship; [and] enable adults to continue their education to at least the level of completion of secondary school. (p. 4)

As the field of adult education grew over the next 30 years, the three most common programs were ABE (for learners with literacy skills below the eighth grade level); GED (designed to prepare students to obtain a high school equivalency certificate); and ESL (services for limited-English-speaking adults). But for many years, job training and retraining, as an essential part of the act, received little emphasis.

In the national elections of 1994, the composition of the U.S. Congress changed. Since then, there have been efforts to cut, combine, and streamline federal programs. In the process, the link between education and job training and retraining has been confirmed. In April 1997, the House Committee on Education and the Workforce approved a bill that would "consolidate more than 60 employment, job-training, and adult education programs into three block grants for the states: an adult employment and training grant, a youth employment and training grant, and an adult education and family literacy grant" (United House Education Committee, 1997, p. 67). It is expected that this bill, or one similar to it, will be signed into law, strengthening the connection between employment and education.

What were Early Links Between Employment and ESL?

In the 1970s, a growing number of guest workers in west European countries prompted British educators (Jupp & Hodlin, 1975; Wilkens, 1976; & Widdowson, 1978) to reevaluate the current approach to teaching English as a second language. In 1975, Jupp & Hodlin's *Industrial English* was published, reflecting the authors' experience of the previous five years working with Asian immigrants who had settled in Britain. The book asked the question, "How adequate is orthodox language teaching theory [which was based on the use of audiolingual and grammar translation approaches] to the communicative tasks of our guest worker?" (p. 5). This text started the field toward building a theory of workplace/workforce instruction. Drawing from developments in the field of linguistics, cognitive psychology, adult education, and others, the notional-functional approach began to take shape. This approach changed the emphasis in language teaching from a concern with form or structure to a concern with function. In other words, the curriculum was based on what one could do with language (linguistically)—for example, ask for help, state preferences, or make suggestions—rather than on the rules of grammar.

The United States had its own impetus for linguistic change in the 1970s with the arrival of almost 200,000 Indochinese refugees. The refugee influx forced the field to find ways to teach oral and written language to nonliterate learners who had previously been largely ignored because of their low numbers (Holt, 1995). When the field began looking beyond the survival needs of these refugees—especially those with low-level English skills and little previous education—notional-functional principles (Jupp & Hodlin, 1975) were adopted, and ideas from competency-based education were adapted and incorporated as well. The competency-based ESL curricula shared the aims of the notional-functional curricula in that learners were taught what to do with language. However, competency-based curricula stated language learning objectives in terms of what the student will be able to do with language in the real world, for example, read a want ad, follow directions in a manual, take a telephone message, or participate in a small group discussion at work.

How Does Workforce Instruction Differ From Workplace Instruction?

The curricula of the 1970s and early 1980s, although purporting to meet learner needs, were really reflective more of the workplace than the workforce. Surveys and interviews were conducted more often with employers, managers and supervisors than with workers or coworkers. Very often, the only employees who participated in needs analyses were those deemed outstanding at their work. And when employees were part of the process, they were usually asked *what* and *how* questions: "What tools, equipment, and/or work aids do you use in your job?"; "What do you do with the tools and

equipment at the end of the day?"; "What do you do when the equipment fails?"; and, "How do you operate this dishwasher?" Questions such as the following that are also needed for language development—"Why do you think you have to follow such and such a procedure?"—were seldom asked.

By the mid-eighties, there was a new emphasis in curriculum design and classroom methodology in the field of adult instruction. This was a more humanistic trend, calling for the learner to be an active creator, not a passive participant in the learning process (see, for example, Bell & Burnaby, 1984; Fingeret & Jurmo, 1989). The curriculum became more of a flexible framework, where teachers and learners together identified and created the crucial ingredients that empower learners, freeing them to learn and grow. It became learner centered.

As the curriculum became more learner centered, the question was posed whether the goal of workplace language programs was to empower workers or make them better at their jobs (McGroarty & Scott, 1993). Advocates of workforce education favored empowering the worker and leaned toward worker-centered learning that addressed the needs of the whole person "to enlarge and enrich their capabilities as individuals, family members, trade unionists, and citizens" (A. Sarmiento, personal communication, January, 1997). Advocates of workplace education, on the other hand, saw a curriculum based largely on a needs analysis and a linguistic task analysis of the language and communication patterns of a particular workplace. While there may have been worker input into the needs analysis, the curriculum development process did not necessarily target those linguistic tasks that develop the whole person (McGroarty & Scott, 1993).

Over time, however, the distinction between workplace-centered instruction and worker-centered instruction started to blur. Most programs tended toward the middle, having become more sensitive to the worker, yet balancing the exigencies of the workplace (Gillespie, 1996; Grognet, 1995). Workplace ESL teachers had many roles to play and were accountable to many individuals and groups, among them the employers, the learners, and multiple funding sources. Frameworks developed by educators to describe the roles of workplace instructors demonstrate this complexity. Mansoor (1993) has created a detailed matrix illustrating the job duties, tasks, and subtasks, as well as knowledge, skills, attitudes, and other requirements for the workplace instructor. Lomperis (Jameson, 1997) has categorized her extensive framework around four steps needed to provide a workplace ESL program: marketing, planning, implementing, and evaluating.

What Linguistic Skills are Needed in the Workplace?

While there is comparatively a good deal of research on discourse in the K-12 classroom—teacher to student; student to teacher; student to student (see, for example, Goldenberg, 1991; Tharp & Gallimore, 1989)—there is very little on discourse patterns and style in the workplace. There has been research in England (Jupp & Davies, 1979; Garton-Sprenger, Jupp, Milne, & Prowse, 1980), and some work is currently going on in Australia (Candlin, 1995). In the United States, one linguist has looked at the sociolinguistic dimension of male/female communication in various milieux including the workplace (Tannen, 1986; 1990; 1997). However, there is no corpus of knowledge in the US that, through serious ethnographic research, charts worker to worker; worker to supervisor; supervisor to worker; or worker to manager communication in any occupational cluster.

Some educators (for example, Dow & Olson, 1995; Grognet, 1996; and Mrowicki, Lynch, & Locsin, 1990) have posited that a

number of competencies do cut across occupational domains such as manufacturing, technical, service, and agricultural areas.

The following competencies, adapted from the sources above, can be classified as those that help the learner get a job, survive on the job, and thrive on the job. They are useful in any workplace setting.

To Get a Job

To get a job (other than through familial connections), second language learners need to be able to orally give personal information; express ability; express likes and dislikes; and answer and ask questions. They might also need literacy skills such as reading a want ad and completing an application form.

To Survive on a Job

To survive on a job, second language learners need to follow oral and written directions; understand and use safety language; ask for clarification; make small talk; and request reasons. If there are any manuals and job aids involved, they need to locate written information; find facts or specifications in text materials; determine the meaning of technical vocabulary and those enabling words attached to them like twist, stir, and pour; and cross-reference text information with charts, diagrams, and illustrations.

To Thrive on a Job

To thrive on a job and have job mobility, second language learners need to be able to participate in group discussions; give, as well as follow directions; teach others; hypothesize; predict outcomes; state a position; express an opinion; negotiate; interrupt; and take turns. On a literacy level, knowing how to access and use written information from diverse sources is essential.

What Workplace Skills are Needed?

In 1992, the SCANS Commission (Secretary [of Labor]'s Commission on Achieving Necessary Skills) issued a major report (U.S. Department of Labor, 1991). In the report, a group of business and education leaders identified five workplace competencies and three foundation skills needed for solid workplace performance. The assumption of the group was that all workers—whether native or non-native speakers of English, high school dropouts or PhD candidates—need to have these skills.

The skills and competencies were enumerated with the contexts in which they should be taught. Briefly, the five systems identified as workplace competencies are:

1. *Resource Management*: identifying, organizing, planning, and allocating resources. At all work levels, this includes resources of time (e.g., following a schedule); financial resources (e.g., making a budget); material and facility resources (e.g., knowing how much cleanser to use); and at a team or supervisory level, management of human resources (e.g., being able to meet both staffing needs and individual preferences).
2. *Information Management*: acquiring and applying necessary information routinely in job performance. This includes identifying, assimilating, and integrating necessary information (e.g., from a manual as well as from one's supervisor or coworker); preparing, interpreting and maintaining qualitative records and information (e.g., noting standards have been met on an assembly line or keeping records in an insurance company); converting

information to other forms (e.g., from charts to written form or vice versa); interpreting and communicating information to others (e.g., taking a telephone message); employing computers and other technologies for input; and entering and retrieving data (e.g., managing and monitoring robots on an assembly line).

3. *Social Interaction*: participating as a team member; teaching others new skills; serving clients and customers; influencing individuals or groups; questioning the status quo; negotiating to arrive at a decision; and working in culturally diverse environments.
4. *Systems Behavior and Performance Skills*: understanding how social, organizational, and technical systems work and how to function effectively within them; anticipating and identifying consequences; and monitoring and correcting performance.
5. *Technology Utilization*: selecting appropriate technology; and using machines to monitor or perform tasks.

The SCANS Commission listed three enabling or foundation skills workers need to be able to perform the five workplace competencies:

1. *Basic Skills*: reading, writing, listening, speaking and mathematics (with the recognition that *linguistic* skills in English are essential to the accomplishment of all the functional skills).
2. *Higher Order Intellectual Skills*: reasoning, creative thinking, decision making, problem solving, representing information, learning to learn.
3. *Motivational or Character Traits*: maturity, responsibility, sociability, and self-esteem.

Perhaps because of its timing—the report was released just before the Clinton administration took over from the Bush administration—the SCANS report received little attention when it came out. That began to change, however, when the composition of the U.S. Congress changed in 1994, and there are now indications that employment readiness skills are beginning to receive more attention in the adult ESL classroom. Professional ESL newsletters and journals are starting to publish articles on SCANS (see, for example, Jameson, 1996; Mingkwan, 1996). At the 1997 annual convention of Teachers of English to Speakers of Other Languages (TESOL) in Orlando, there were several presentations on the theme of integrating SCANS skills and competencies into the adult ESL curriculum. Further, a competency-based learner assessment system that is frequently used to satisfy funders' requirements for the adult ESL literacy program evaluation—the Comprehensive Adult Student Assessment System (CASAS)—has correlated its life skills competencies to the SCANS foundation skills and workplace competencies (CASAS, 1996).

How Can ESL Practitioners Teach the SCANS Skills?

Adult ESL instructors are often part-time employees who have limited interaction with colleagues, few opportunities for professional development, and little compensation for lesson planning time (Crandall, 1994). They frequently have learners with diverse needs and purposes for studying English (Weddel & Van Duzer, 1997). How can instructors tie their adult ESL classes to employment preparation while meeting learners' needs and curriculum goals? Brigitte Marshall, an educator in California, talks about infusing the general ESL curriculum with "workplace know-how" (Marshall, 1997, p. 1) through classroom management techniques,

grouping tactics, and instructional involvement strategies that require learners to "make decisions collaboratively, solve problems, think creatively, and exercise responsibility as called for in the SCANS report" (p. 2). Gaer (1996), Jameson (1996), and Mingkwan (1996) give specific suggestions on how to integrate employment preparation with language learning. Their ideas are summarized and adapted below:

- Listen to the learners. Get a sense of what they want and need to learn.
- Identify relevant SCANS skills and competencies to be practiced in each lesson. Tell learners that they are, for example, gathering, organizing, and summarizing information and that these are skills needed at the workplace.
- Add related project-like activities to the unit being taught. The project context will enable the class to utilize many of the foundation skills as well as the workplace competencies. For example, in a unit on accessing community services, learners can write letters, conduct interviews, or invite guest speakers from local agencies such as the fire department, police department, or the public library. Learners should do as much of the project planning as possible. If persons are interviewed, learners can write the interview questions and summarize the findings. Then, the class should develop some sort of product from the activity (e.g., a booklet or chart that summarizes what they have learned about accessing services in their community). Point out to the learners that they are using language and skills needed at the workplace. For example, they are managing information (gathering, organizing, and summarizing information from a variety of sources), working as a team, and making decisions. To demonstrate how these skills transfer from one task to another, ask learners to give examples of other situations (on the job or in family life) that require similar skills and language. For project ideas, the extension or expansion activities in the teacher's guide from the program text or the curriculum may provide ideas.

What Else Should ESL Practitioners Do?

In order to be facilitators for adult learners, ESL teachers must understand how the workplace community thinks and talks. For that reason, educators need to listen to what business and labor are saying and doing, and look at how they are saying and doing it, and then talk with them. Current U.S. policy, coupled with the knowledge that the workforce of the future will require high-level communication skills, may be forces that make ESL practitioners look at their own discipline in order to make some radical changes in methodology for the workplace.

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This publication is produced by the Project in Adult Immigrant Education, funded by the Andrew W. Mellon Foundation through a grant to the Center for Applied Linguistics.

The National Clearinghouse for ESL Literacy Education (NCLE) is operated by the Center for Applied Linguistics (CAL) with funding from the U.S. Department of Education (ED), Office of Educational Research and Improvement, under contract no. RR 93002010. The opinions expressed in this report do not necessarily reflect the positions or policies of ED or the Andrew W. Mellon Foundation.



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The Connector

Forging Links Between Language and Employment Skills for Adult Immigrants

This issue of *The Connector* examines the role of workplace ESL instructors and the many functions they are expected to fulfill in addition to teaching; a companion piece lists programs where training in this field can be obtained. Other articles describe the tension that instructors often feel between loyalty to their students and loyalty to the company, and one company's experience in meeting the needs of its low-wage, language minority employees.

The Many Roles of the Workplace ESL Instructor

As workplace ESL programs become more common and ESL service providers new to the workplace setting (for example, adult education, community college, and community-based programs) begin to offer this option, it becomes apparent that the role of ESL *teacher* is only one of many different roles that the workplace instructor is expected to fill. Other roles range from curriculum developer to program evaluator, from market analyst to program salesperson. Is it any wonder that even experienced ESL teachers often struggle in workplace ESL programs?

This article looks at two conceptual frameworks for examining these multiple roles. One framework is provided by Anne Lomperis, an international consultant in corporate language training, and is based on an excerpt from her forthcoming book. The other framework is the result of a job task analysis for workplace ESL teachers originally conducted in the early 1990's (and later updated) by Inaam Mansoor, director of REEP (Arlington Education and Employment Program), then a National Workplace Literacy Program in Virginia providing services to the hospitality and health industries. A companion piece in this newsletter provides capsule summaries of 5 programs that provide training for workplace ESL personnel.

The Lomperis Framework

Lomperis categorizes the many tasks of a workplace ESL professional around the four main steps of providing a training program: marketing, planning, implementing, and evaluating.

- *Marketing* includes both general market analysis and marketing the program to a specific company. In this step, the workplace professional identifies target industries and selects indi-

vidual firms to contact for services, networks with industry representatives and organizations, keeps abreast of trends in industry sectors (such as international standards certification and "right-sizing") that offer additional training opportunities, and prepares materials and makes presentations to show employers how ESL and related training can support corporate goals.

- *Planning and development* of a workplace ESL program includes many more steps than simply preparing and teaching ESL classes. Most likely, the workplace professional will meet with upper management, develop a proposal, negotiate the budget, design the program's administrative characteristics, conduct a needs assessment, and plan the curriculum as well. Program design includes recruitment of participants, working out schedules, negotiating release time for employees, and determining class size and composition. A workplace needs assessment requires observing jobs, interviewing employees and supervisors, and analyzing job forms and documents in order to identify appropriate training needs. Curriculum development means selecting and organizing the needs to be addressed by the curriculum; identifying the sequence, techniques, and materials to be used; and developing or modifying activities and lessons.

- *Implementing* the program, including teaching, is probably the most familiar role for workplace ESL professionals. But, in addition to teaching, professionals must also serve as liaisons to management for the program, monitor the budget, keep records, customize materials, develop procedures and instruments to assess learning of the customized curriculum, facilitate communication between learners and management, and creatively apply their skills and experience to the employment context.

- *Evaluating* encompasses more than monitoring and reporting learner progress. Program evaluation often requires development of measures of improvement *on the job*, cost-benefit analysis, or estimates of return on investment. ESL professionals must also present evaluation results in ways that are meaningful to management and use these results to improve future programs. Finally, Lomperis argues, ESL professionals have a responsibility to contribute to the professionalism of the field through presentations, publications, and other ways of sharing their knowledge.

(continued on next page)

(Many Roles of ESL Workplace Instructor from previous page)

The REEP Job Task Analysis

Based on a job task analysis of REEP's workplace ESL teachers, Mansoor identified four major duties: preparing and providing ESL and literacy instruction at the worksite; promoting workplace education at the worksite and communicating with workplace supervisors and staff; evaluating learner progress, program performance, and one's own performance; and continuing to develop as a professional and contributing to the field. The main difference between the two frameworks is that Lomperis places more emphasis on market analysis and marketing her programs. As an independent consultant, Lomperis must be skilled in these areas, whereas REEP teachers can rely on their program's administrative staff (a part of the public schools' adult education services) to have laid the groundwork.

REEP's job task analysis for workplace ESL teachers came about when project staff noticed that even teachers who were experienced and successful in general ESL classrooms often had trouble in the workplace program. Part of the difficulty was that teachers felt they lacked knowledge and skills that were needed for the workplace program. For example, teachers felt comfortable in evaluating learners' progress, but needed help in the area of program evaluation, especially evaluating the impact of their work on non-instructional outcomes (retention, promotion, teamwork, etc.). The area in which the teachers felt they needed the most help was in understanding the values and perspectives of the business community and their own response to this viewpoint. A detailed matrix (job duties, tasks, and subtasks, and instructor knowledge, skills, attitudes, and other requirements) that presents the results of the job task analysis as of 1993 is readily available in ERIC (Mansoor, 1993). An updated version, which adds the fourth major duty, will be available in Mansoor (in press) or on request from the author (see references and contact information at the end of this article).

REEP used the results of the job task analysis to guide teacher recruitment, training, and ongoing support. REEP hired and developed workplace teachers who were flexible, experienced, and who appreciated the business community. The program supported its teachers by scheduling regular monthly staff development meetings devoted specifically to workplace issues. Teachers were paid for planning time and for time to work with the business staff at their worksites. This increased teacher-paid time per course substantially: for example, from 60 hours to over 90 hours.

Experienced teachers are necessary because workplace classes are typically multilevel and multidimensional due to the variation in trainees' education levels, work departments,

English abilities, and expectations for their own progress. Nevertheless, these experienced teachers required extensive staff development in areas such as promoting the training program at the workplace and communicating with business staff. REEP teachers were encouraged to communicate with business managers or supervisors on a regular basis using techniques such as submitting a weekly attendance sheet to supervisors and attaching a summary of what was covered in class that week; working with supervisors to reinforce the use of English for on-the-job communications; and confirming with supervisors the language needed for the job and realistic scenarios in which to present and practice it. Supervisor support is critical to the success of a worksite program: Supervisors release employees for class, reassign work in case of absences, and overtly or covertly communicate their opinion of the worth of the training.

In summary, this article has examined two frameworks for conceptualizing the multiple roles of the workplace ESL teacher. Until recently, workplace teachers have had to identify and develop these skills on the job, on their own. Now, universities and other institutions are recognizing the need for preparation for this special area of ESL. A companion article in this issue identifies 5 programs where such training is or soon will be available.

Judy Jameson, editor of The Connector, wrote this article based on the work of Anne Lomperis and Inaam Mansoor.

Anne Lomperis is an international consultant in corporate language training. She can be reached at Language Training Designs, 5006 White Flint Drive, Kensington, MD 20895-1035; telephone: (301)929-8540; e-mail: lomperis@erols.com.

Inaam Mansoor is Director of REEP. She can be reached at REEP, 2801 Clarendon Boulevard, Suite 218, Arlington, Virginia 22201; telephone: (703) 358-4200; e-mail: imansoor@pen.k12.va.us.

References:

- Lomperis, A. (forthcoming). English for employment purposes (EEP) and the broad accountability approach. In *Language Training for the Global Marketplace: A Guide for Educators and Corporations*.
- Mansoor, I. (1993). *REEP federal workplace literacy project. March 1, 1991-February 28, 1993*. Arlington, VA: REEP, Arlington Education and Employment Program. (ED 363 146). [For documents with ED numbers, contact ERIC at 1-800-443-ERIC.]
- Mansoor, I. (in press). Evolution of a workplace literacy program. In American Association of Adult and Continuing Education (AAACE), *Workplace Literacy*. Washington DC: AAACE.

Programs to Prepare Workplace ESL Professionals

Until recently, workplace ESL professionals were essentially self-taught and forced to learn by doing. Now, programs to prepare professionals in this area are becoming available. A sampling of the types of preparation is given below. The first program listed is designed for working participants, the next two programs are concentrations within university ESL teacher preparation programs, and the final two entries are university-based courses. Contact information is provided for further information.

Illinois Workplace Education Training Institute

The Illinois Workplace Education Training Institute is a formal training program that teaches best practices in developing and delivering workplace basic skills programs (ESL, reading, writing, and math). The goal is to improve the quality and effectiveness of company-specific workplace learning programs so that workers have the job-related basic skills needed for successful adaptation to changes in the workplace and to new technologies. The Institute consists of 40 hours of training provided in five one-day training sessions over a three-month period and an on-site business internship in which teams of participants apply their skills in a workplace setting. The coursework and internship cover needs analysis, marketing the program and recruitment of learners, workforce basic skills assessment, curriculum development and program implementation, and program evaluation. The Institute is designed for educators, company human resource or training staff, and consultants. For more information, contact Linda Mrowicki, Institute Director, Workplace Education Division, 1855 Mount Prospect Road, Des Plaines, IL 60018-1708; telephone: (847) 803-3535; fax: (847) 803-3231.

University of Illinois (Urbana-Champaign)

The Division of English as an International Language at the University of Illinois (Urbana-Champaign) is developing a specialization in Teaching English for Specific Purpose, (TESP) as part of its MATESL curriculum. Presently it has two courses, each offered once a year: a general introduction to the field and a more specific workshop-like course in which students gain experience in performing a needs analysis and in developing a course and teaching materials that will meet those needs. This specialization goes hand in hand with an increasing ESP effort on campus: ESL courses are being developed to meet the needs of specific disciplines such as engineering and selected teaching assistants are gaining ESP experience in academia. The program is currently searching for an additional faculty member who

will establish off-campus workplace internships for interested MATESL students. Further development of the program is planned. For more information, contact Lawrence F. Bouton, DEIL, 3070 FLB, 707 South Mathews, Urbana, IL 61801; telephone: (217) 333-1506; email: l-bouton@uiuc.edu.

San Jose State University

The Department of Linguistics and Language Development at San Jose State University is developing a Concentration in ESP in the MATESOL program. The concentration requires three courses: needs analysis, course design, and special topics. The first two courses require students to do a thorough ESP needs analysis of a company in the region and to design a course based on this analysis. The third course is an in-depth study of a particular type of ESP depending on the interests and experience of the students (e.g., academic purposes, workplace, business, science, medicine, art), and includes a videotaped teaching practicum. The concentration is still under development, but is expected to be in place in Fall 1997. The concentration will take the place of three electives in the 30-unit (10-course) MATESOL program, so no additional courses are required. For more information, contact Peter Master, Department of Linguistics and Language Development, San Jose State University, One Washington Square, San Jose, CA 95192-0093; telephone: (408) 924-4484; e-mail: MasterP@sjsuvm1.sjsu.edu.

American University, Washington DC

Other universities offer ESP/workplace courses on an occasional basis. For example, Anne Lomperis is currently teaching a course for students in American University's TESOL Program at the MA and certificate levels. The semester length course (45 hours) covers the language perspective (a historical review of ESP, provider case studies), the corporate perspective (trends in training and management, case studies from the client's point of view), detailed work and practical experience on each of the steps in providing an effective program, and initiatives in professionalizing the field of workplace language training. For more information, contact Anne Lomperis, Language Training Designs, 5006 White Flint Drive, Kensington, MD 20895-1035; telephone: (301) 929-8540; e-mail: lomperis@erols.com.

Portland State University, Portland OR

On an as-needed basis (generally in alternate years), Marjorie Terdal teaches a course, *English in the Workplace*, at Portland State University. Participants observe workplace programs; learn how to locate, create, and adapt materials and activities for teaching ESL in the workplace; and apply their skills by doing a limited needs assessment, planning a syllabus, and tutoring small groups of ESL learners in a

(continued on page 4)

(Preparation Programs from previous page)

local company for six weeks. The course is offered to TESL Certificate and MATESOL students. For more information, contact Marjorie S. Terdal, Associate Professor, Department of Applied Linguistics, Portland State University, P.O. Box 751, Portland, OR 97207-0751; telephone: (503) 725-4142; e-mail: marjorie@nh1.nh.pdx.edu.

The editor thanks Anne Lomperis for graciously sharing her extensive network of contacts in the field of workplace ESL to make this listing possible. ~~~

Workplace ESL Teachers: Student or Corporate Advocates?

A question that arises for many ESL teachers who work in corporations is: Who do I represent, my students or their managers? Traditionally, ESL teachers have been advocates for their learners in adult education or community-based programs. When their students come to them with personal problems, most ESL teachers try to help solve these problems whether it means briefing the students on expected parental involvement in the public schools, helping them navigate a city transportation system, advising them on where to buy clothes at reasonable prices, or even counseling them on specific workplace issues that may enter classroom discussions. However, this empathy for and identification with the adult learner may create a dilemma when teachers are hired by corporations, because student problems may involve issues of corporate policy or conflicts with managers. Because the teacher is hired by the corporation, advocating for the student may damage management's view of the teacher's professionalism and may jeopardize the ESL program.

Examples of this abound. In my own experience, in the early 80s, I was teaching at a bank where a student came to me and said that both she and her husband were getting laid off. She understood that some people were getting help finding new jobs, but she wasn't. Very concerned about the student, I took this to my contact person in Human Resources. My contact said that the help was being given only to executives (this student was a secretary). I pressed, convinced the company should do something to help my student. The Human Resources person agreed to help, but I found out later that she thought my pressure was unprofessional.

Two serious examples occurred in a company which had invested a great deal in their ESL training program to help participants operate effectively in self-directed work teams. This was a new initiative for the company and during the training it became evident that the participants were angry at management for setting up the teams. The workers complained that they had to think more, but weren't getting paid for it. The trainer empathized with the students without supporting the company. The company felt strongly that this was inappropriate and asked for a change in

trainers. Later, another trainer talked to the workers about setting up a union to resolve their complaints and, partly as a result of this, the company changed ESL providers.

Aware of this history, the new ESL trainers played a more objective role, acting as advocates for the corporation as a whole, rather than for management or students. The trainers brought management and production employees together to discuss and solve issues of miscommunication and hard feelings among the production employees. They encouraged the company to bring in management training and they also helped the employees see the benefits of self-directed work teams in terms of company and personal growth. This led to increased morale and better communications between management and production workers.

This is not to say that trainers should ignore employee rights. I am aware of a situation, several years ago, in which a trainer was brought in to test employees' English. Six months later, employees were laid off according to the results of the test. To avoid this kind of situation, a trainer can have the company sign a document stating that individual test results will be kept confidential within the training department and that no employment decisions will be made as a result of the testing. This agreement protects all parties and allows the trainer to act as an advocate for both the corporation and its employees.

Faith Hayflich is the CEO of LinguaTec, Inc., a company which provides ESL training at all levels to improve on-the-job performance. She can be reached at 111 West Evelyn Avenue, Suite 306, Sunnyvale, CA 94086-9401; telephone: (408) 746-3901; e-mail: linguathec@aol.com. ~~~

The Connector is published quarterly by the Center for Applied Linguistics as the newsletter of the Project in Adult Immigration Education funded by the Andrew W. Mellon Foundation.

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Marriott's Response to the Needs of their Low-Wage Workforce

Sara has worked at Marriott Corporation for over 12 years, beginning as a housekeeper when she was still a recent immigrant from Mexico. She has since risen to a management position, an achievement that took root in the English as a second language (ESL) classes offered to her by the company when she first arrived. Sara now supervises 20 employees, mostly Spanish-speaking, and acts as a personal mentor to a fellow Mexican whom she hopes to eventually promote to a management position similar to her own.

Marriott Corporation's experiences with employees with limited English language skills such as Sara are featured in an article in a recent issue of *Business Week* magazine. "Low-Wage Lessons: How Marriott Keeps Good Help—Even at \$7.40 an Hour" discusses the company's efforts to cultivate a more productive and consistent low-wage workforce by providing programs to help these employees mediate impediments to their job success. While a wide range of programs is now offered—social services-like referral networks, childcare options, welfare-to-work skills training, and projects to improve fathering skills—ESL classes are one of the earliest and most widely offered examples of such practices within the Marriott organization.

Marriott has long viewed ESL classes as "a relatively cheap and easy productivity device" for a workforce that speaks over 65 languages. Currently, ESL classes are offered at over half of Marriott's US sites. The company has seen the fruits of English language training in numerous individual examples of improved customer service, increased worker motivation and achievement, and facilitated communication between management and employees. But, as the article's vignettes illustrate, the company has also learned that this particular group brings challenges beyond limited English facility to the workplace: limited educational and work experiences, lack of familiarity with American workplace conventions and expectations, and daily potential for intercultural misunderstandings and clashes. Because of the company's increased understanding, Marriott plans to develop programs to better meet the needs of this group.

In the past, responses to low-wage workers' unique needs were usually left to the discretion and initiative of individual managers. Marriott's current plans are to raise these responses to the corporate level, standardizing and implementing them across sites. Going well beyond traditional practices in attracting and retaining staff, these institutionalized programs reflect not only Marriott's growing recognition of their employees' special needs and the resultant impact on job performance, but the company's resistance to wage increases for this group. In fact, questions of motivation and appropriateness of these efforts still exist, particularly in relation to workers' low salaries. As the article indicates, the ultimate determiner of the existence of these programs will be their successful contribution to increased worker productivity and retention. But the efforts to better understand workers' needs also have the potential to produce lasting benefits for both parties.

The article "Low-Wage Lessons: How Marriott Keeps Good Help—Even at \$7.40 an Hour" can be found in the November 11, 1996 issue of *Business Week* (pp. 107-116).

MaryAnn Cunningham has recently joined the PAIE staff in CAL's Washington DC office. She can be reached at (202) 429-9292 ext. 226 or maryann@cal.org. ~~~

New Resources from CAL

Workplace ESL Instruction: Programs, Trends, and Issues by Miriam Burt, 1997, 50 pages.

For this monograph, over a dozen leading providers of workplace ESL instruction were interviewed for their expertise on critical issues such as securing funding, customizing curricula, demonstrating results, and developing a professional workforce. These educators, coming from programs across the United States, represented several models of workplace instruction and included directors, trainers, and instructors of adult education programs, community-based programs, volunteer-based programs, and union-based programs, as well as private consultants. Order from Toya Lynch, 1118 22nd Street, NW, Washington, DC 20037-1214; telephone: (202) 429-9292 ext. 200; fax: (202) 659-5641; e-mail: paie@cal.org, \$5 includes shipping.

Literacy and Language Diversity in the United States by Terrence G. Wiley, 1996, 246 pages.

This book, written for scholars, policymakers, and educators, provides both an introduction to issues in literacy and language diversity and compelling questions for those who work in the field. It critiques policies and practices that view language diversity as a problem that must be remedied through education and points to recent positive developments that value language diversity as a resource. Order from Delta Systems Co., 1400 Miller Pkwy., McHenry, IL 60050; (800) 323-8270 or (815) 363-3582. \$19.95 plus shipping. ~~~

Announcing a Summer Fellowship at CAL

The Center for Applied Linguistics invites applications for the 1997 G. Richard Tucker Summer Fellowship. The fellowship pays a stipend plus travel expenses for an eight-week summer residency in Washington, DC while the Fellow works with CAL senior staff members on one of CAL's existing research projects or on a suitable project suggested by the Fellow. Priority will be given to proposals that focus on language education or on language issues related to minorities in the United States or Canada.

The competition is open to candidates for a master's or doctoral degree in any field which is concerned with the study of language. Minorities are especially encouraged to apply. Applicants must be currently enrolled in a degree program in the U.S. or Canada and must have completed the equivalent of at least one year of full-time graduate study. Applications must be received on or before April 25, 1997. For further information, contact Grace S. Burkart at the Center for Applied Linguistics; 1118 22nd Street NW, Washington, DC 20037. Telephone: (202) 429-9292. E-mail: grace@cal.org.

Minigrants Available

Hands-on English, a publication for adult ESL, announces its sixth annual minigrants award competition. A small number of grants of up to \$200 each will be awarded to teachers and tutors of ESL for an innovative language learning project. These minigrants are part of the *Hands-on English* mission to encourage and assist teachers and tutors of adult ESL in a practical way.

Applications for this year's grants are due April 30, 1997. To receive further information and an application form, send your name and address to: Hands-on English, P.O. Box 256, Crete, NE 68333; telephone: (402) 826-5426; fax: (402) 826-3997; e-mail: hoe@navix.net.

ESL Resources on the Web

Visit the National Clearinghouse for ESL Literacy Education (NCLE) on the World Wide Web to see and download free information about teaching English to adults. You can also subscribe to an e-mail listserv for adult ESL practitioners, read excerpts from *NCLEnotes* newsletters, and connect to the ERIC system. NCLE is on the Web at www.cal.org/ncle. Information about clearinghouse publications and services can also be requested by e-mail at ncle@cal.org or by regular mail addressed to NCLE, 1118 22nd Street, NW, Washington, DC 20037. ~w~

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In This Issue . . .	
The Many Roles of the Workplace	1
ESL Instructor	1
Programs to Prepare Workplace	3
ESL Professionals	3
Workplace ESL Teachers: Student	4
or Corporate Advocates?	4
Marriott's Response to the Needs	5
of their Low-Wage Workforce	5
New Resources from CAL	5
Announcements	6

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Digest

March 1998

(EDO-FL-98-06)

Secondary Newcomer Programs: Helping Recent Immigrants Prepare for School Success

Deborah J. Short, Center for Applied Linguistics

Many school districts are facing increasing numbers of secondary immigrant students who have low level English or native language skills and, in many cases, have had limited formal education in their native countries. These students must learn English, take the required content courses, and catch up to their native-English-speaking peers before high school graduation. How are schools meeting the needs of these students, many of whom are placed below the expected grade level for their age?

Some districts have developed newcomer programs that serve these students through a program of intensive language development and academic and cultural orientation, for a limited period of time (usually from 6-18 months), before placing them in the regular school language support and academic programs. The rationale for establishing these programs differs across sites, but many programs were set up for one or more of the following reasons:

- Students were at risk of educational failure or of dropping out of school.
- Students were over age for their grade level placement, because of weak academic skills and limited formal education.
- Students' needs surpassed the instructional design of the regular ESL or bilingual program that was in place in the district.
- Students had low or no English or native language literacy skills.

This digest reports on data collected through a study of secondary newcomer programs, sponsored by the Office of Educational Research and Improvement, U.S. Department of Education as part of the Center for Education, Diversity & Excellence. It introduces the common factors and range of practices found in secondary newcomer programs across the United States. The information is drawn from program profiles found in *Secondary Newcomer Programs in the United States: 1996-97 Directory* (Short & Boyson, 1997).

Who Are the Newcomer Students?

Secondary programs vary in their definitions of newcomers, but most include recent arrival to either the United States or the school district and limited English proficiency as characteristics. Over half of the programs surveyed for the study also noted that students are below grade level or have limited formal education. Some programs rely on a definition associated with federal aid: students who have been in the United States for 3 years or less and are limited English proficient. Almost a third of the programs restrict enrollment to students who have been in the United States for one year or less.

Newcomer students at the secondary level range in age from 10 to 22 years and come from many language backgrounds. Most of the newcomers speak Spanish, but native

speakers of many other languages, including Mandarin, Pilipino, Russian, Haitian Creole, Polish, Punjabi, Vietnamese, and Hindi, attend these programs as well. In fact, over half of the programs enroll students from four or more different native language backgrounds.

The number of students served by the newcomer programs ranges from 14 at one site in Connecticut to over 740 at a high school in New York City. Almost half of the programs enroll 50 or more students, and 12 programs serve over 200 students. Because of limited resources, not all newcomer programs are able to serve all eligible students in the district.

Where Are the Programs Located?

Newcomer programs are located in 18 states; most of these have high rates of immigration, such as New York, California, and New Jersey. Over three fourths of the programs are in urban-metropolitan settings; the rest are in suburban areas and rural locales. More than half of the programs operate at the high school level. About one third serve the middle school level, and the remainder offer a combination of middle and high school services. Most of the schools draw from several attendance areas in one school district.

Most newcomer programs are designed as a separate program within a regular secondary school. This is usually the home school (i.e., the school in their designated attendance area) of most, if not all, of the newcomer students. The students may participate in some school activities outside of the program, such as physical education and art. Upon exiting the newcomer program, many students remain at the same school to continue their studies in the regular language support program, which may offer English as a second language (ESL) or bilingual services. Students from outside the attendance area may return to their home schools or go to other schools in the same district.

Twelve of the programs surveyed are not located in a regular school. Three are full-length high schools, where students enter in the ninth grade and generally remain in the program until graduation. Two programs are located at district intake centers, where language minority students are assessed and placed. For those designated as newcomers, these intake centers offer special, short-term courses before the students enter one of the schools in the district. In some districts, one newcomer center has been established at a centralized site to serve, for example, all eligible middle school students.

How Are Newcomer Programs Designed?

Program designs differ according to educational goals, site options, staff availability, and resource allocation. Most programs serve newcomer students for the full school day. This schedule provides time to offer several content area courses along with English language instruction. Other pro-



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resources

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TABLE OF CONTENTS

SEARCH

HOME

TOPIC AREAS

DATABASES/DIRECTORIES

CLEARINGHOUSES

CENTERS

PRODUCTS

SERVICES

PROJECTS

ABOUT CAL

LINKS

Newcomers: Language and Academic Programs for Recent Immigrants

FUNDER:

Center for Research on Education, Diversity, and Excellence (CREDE)

National Institute for the Education of At-Risk Students (NIEARS)

Office of Educational Research and Improvement (OERI), U.S. Department of Education

Faced with increasing numbers of secondary school age immigrant students possessing low-level English skills and often limited formal schooling, many school districts are establishing newcomer programs, either at the school site or a separate center. Although school districts may define them in different ways, these programs typically educate students for a limited period of time (most for less than two years) before enrolling them in their home schools. While goals also vary across sites, most programs seek to provide students with a strong foundation in English language development and acculturation to U.S. schools, as well some subject area knowledge.

Our definition of "newcomer program" is a program that places recent immigrant students who have limited English proficiency and often low or limited educational experience in their native countries into a special academic environment separate from native English-speaking students for a limited period of time (usually from 6 months to 2 years). Such programs may exist within the physical school structure, or outside at a separate site that would feed into the local or home school.

These programs face many challenges including funding the program; helping students who have had interrupted education and/or little or low literacy skills; providing intensive instruction so students may acquire English and academic content in a limited amount of time; and integrating the students in the community and in their home schools.

Despite the growing interest in newcomer programs, no comprehensive study of them has been undertaken, neither for evaluating their impact, nor for providing guidance to school districts that may be considering creating a newcomer program. This CREDE project seeks to fill this gap by exploring the following issues:

Location and Identification

- How many secondary-level newcomer programs exist?
- What are the programs' goals?
- Where are they?
- What program models are used?
- Why were these programs established?

Administrative and Instructional Features

- How are students selected, placed, and assessed?
- What are the exit criteria?
- What is the curriculum and how is it developed?
- What instructional practices do teachers use?
- What training do teachers have and/or do they receive?
- How are the programs funded and governed?
- What comprehensive services are provided to students?

Sociocultural Features

- How are newcomer students integrated with other students?
- How do newcomer programs make connections to students' homes and communities?
- How is transition to the home school facilitated?
- How are students monitored after exiting the program?

Relation to Other Programs

- How do newcomer programs compare with traditional programs (e.g., bilingual or ESL) in the students' home schools in terms of attendance, dropout rates, English language growth, content area growth, attitudes towards school, and postsecondary options?

Through surveys, interviews, classroom observations, data collection and analysis, and literature review, we will acquire and share knowledge about newcomer program model options, effectiveness, and strategies for facilitating the transition of these students to mainstream classes and their home schools.

If you know of or work in a newcomer program that is not already listed in our directory, please fill out our online printable [questionnaire](#) and send it back to us so we can make the directory as inclusive as possible.

PUBLICATION:

- [Secondary Newcomer Programs in the United States: 1996-1997 Directory](#)

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Open, frank meeting pleases Hispanics: Local leaders, residents discuss issues at forum

By Dennis Romboy

Deseret News, November 19, 1998

OREM — Members of Utah Valley's Hispanic community would like more of the open and frank dialogue that took place with local government leaders Wednesday night.

And Provo Police Chief Greg Cooper is with them. He told several hundred people gathered at Orem High School that he wants to know the challenges they face as well as their feelings.

Just two weeks ago, German Flores, chairman of the Governor's Hispanic Advisory Council, advised Cooper of a problem between a Provo officer and a Hispanic man. Cooper said the officer used "inappropriate procedure" and was disciplined as a result, although the matter was "not an issue of race."

Law enforcement was one of several topics discussed during the meeting sponsored by the Governor's Hispanic Advisory Council. Organizers hope it will be the first in a series of forums to improve race relations in Utah County. Immigration, education, employment and the legal system were among other issues raised.

"The question we are trying to answer is, how can we work in partnership to build cultural bridges between communities of color and the schools, police, local businesses and others?" said David Dominguez, a Brigham Young University law professor and member of the Utah Task Force on Racial and Ethnic Fairness in the Legal System.

One man complained that employers demand that non-native workers know English but don't provide the tools for them to learn the language.

English-as-a-second-language classes can be expensive, although some free courses are available. The Alpine School District is working on a family literacy program in which parents and children can learn English together.

Another complained that although a person might have been doctor or lawyer in Mexico, their language deficiency keeps them from being treated as a professional in the United States.

Flores, an attorney, said the solution to that is to learn English and pass

the proper board exams to become certified in the profession.

"It took me a long time to pass the bar. It was hard. It was not in Spanish. It was in English," he said. "We have to learn the language."

But make no mistake, local Hispanics do not favor the English-only bill Rep. Tammy Rowan, R-Orem, is pushing in the Utah Legislature for the second consecutive year. The bill would make English Utah's official language, meaning government documents could be printed only in that language.

The crowd jeered when it was mentioned that Rep. Chris Cannon, R-Utah, supports English-only.

Hispanics also are at a disadvantage in the legal system because judges, prosecutors and public defenders often "don't have a clue" about the implications of immigration law, Flores said. Guilty pleas or pleas of no contest can lead to deportation, he said, even for people who are residents.

Fourth District Judge Lynn Davis concurred that "many are not familiar with the complexities and changes in immigration law." Training is needed to help attorneys and judges to become versed in the law, he said.

Despite some strong feelings that were voiced, Wednesday's meeting, which was conducted in Spanish and English, did not turn into a gripe session. People raised issues and shared experiences that are real, which is exactly what Dominguez hoped for.

"We want local agencies and the community of color to learn more about each other's needs and concerns. We want the meetings to be positive in spirit, showing appreciation and respect for the work already being done to improve race relations. We may have a long way to go, but it is important to recognize how far we have come," he said.

N.Y.C. Mayor Plans Agency to Aid Immigrants to Become Citizens

The New York Times, May 6, 1997

By ADAM NAGOURNEY

NEW YORK -- In a reflection of the rising political and economic influence of immigrants in New York City, Mayor Rudolph W. Giuliani will call this week for the creation of a city agency to recruit and assist legal immigrants who want to become citizens.

Giuliani's aides said Monday that the mayor would propose spending \$12 million to set up six offices around the city to help immigrants at every stage of the naturalization process, from filling out forms to preparing for citizenship tests to negotiating the complicated bureaucracy of the Immigration and Naturalization Service. The money will be included in the budget plan he will make public on Thursday.

The mayor said he would discuss the program in a speech on immigration policy to the American Jewish Committee in Washington on Wednesday. It is the latest in a series of speeches Giuliani has given on the topic ever since Congress passed a welfare bill last summer to severely restrict benefits to immigrants living in the United States.

Giuliani warned that the cut in federal money could be expensive to New York, because the city would be forced to make up for the lost aid. Giuliani said Monday that New York would be spared some of those costs because of a deal reached last weekend between President Clinton and Republicans restoring some of the cuts, and that his citizenship program would save the city more money by helping as many as 60,000 immigrants in New York City become citizens by the end of 1998.

Though unusual, the city's plan is not unique. Gov. Christine Todd Whitman proposed spending \$2 million to help some poor immigrants in New Jersey become citizens, and similar efforts have been started in California and Florida. But national immigration advocates said Giuliani's plan appeared to be the most ambitious effort by a local government to assist immigrants, and was particularly striking at a time when many Republicans have been associated with anti-immigration policies.

That Giuliani decided to provide money for the program, and highlight it at the start of a week that traditionally has been marked with leaks about budget proposals, is the latest indication of the extent to which immigrants have become part of the political and economic culture of New York.

It is also the latest effort by Giuliani to stake out pro-immigration policies as a central part of his political identity, distancing himself

from Republican policies and appealing to the rising number of naturalized citizens who will be eligible to vote this November, when Giuliani is up for re-election.

Frank Sharry, executive director of the National Immigration Forum, an immigration advocacy group in Washington, said: "When he started speaking out on this, a lot of people were sort of scratching their heads and saying, 'What the hell is he doing? Is he going to become a Democrat?' I think in many respects he's emerged as one of the leading champions on immigration."

Giuliani described it as "a matter of fairness."

"If people are allowed into this country legally," the mayor said, "and they are expected to pay taxes at the same level as everyone else, they should be treated the same way as everybody else. The only way we can absolutely assure that in the future is to make them citizens."

Giuliani has emerged as one of the most active critics of Republican efforts to restrict immigration and cut benefits to immigrants. In recent months, Giuliani has lobbied Republicans in Washington, filed lawsuits against the federal government and formed a coalition of well-known Americans to extol the virtues of immigration.

There is clearly a budgetary motive in the mayor's proposal. City officials say that under the welfare law pushed through Congress by Republicans last year, at least 150,000 immigrants in New York City would have lost food stamps and disability payments. That would have forced New York City to spend \$76 million to replace cash benefits for those losing disability money in the fiscal year starting July 1.

The agreement struck by Clinton and Republicans to eliminate some of those cuts, however, means that city officials are now recalculating both the cost of the federal welfare revisions and how the new program will work. Giuliani said one effect is that his program will seek to help immigrants beyond those in danger of losing their benefits, and his aides emphasized that they viewed the office as a permanent addition to the city government.

City officials estimated that 1.2 million of the city's 7.3 million residents were legal immigrants.

The money for the program, \$11.8 million, will be included in Giuliani's 1997-98 executive budget, which he will present to the City Council on Thursday.

The city would hire 100 people, who would work out of offices in the Bronx, Manhattan, Brooklyn and Queens. City Hall officials said immigrants would be recruited by mail and at-home visits.

Giuliani's aides likened the workers to social service caseworkers. They said that in addition to helping immigrants fill out forms, the workers might refer them to lawyers or helping them be fingerprinted, among other things.

The new agency would be in the Department of Youth and Community Development.

If the office is successful, it seems certain to create new problems for the INS, which already has backlogs up to 10 months in its New York City office. Lucas Guttentag, director of the Immigrants' Rights Project of the National office of the American Civil Liberties Union, praised the New York plan, but said it demonstrated the deficiencies of federal policy.

"It's unfortunate that the INS has made the process unnecessarily cumbersome and difficult so cities have to step in and help," he said.

Russell A. Bergeron Jr., a spokesman for the INS, said the agency welcomed Giuliani's plan. "The reality of the situation is we are the biggest supporters of citizenship there is," he said. "We are delighted that individuals who have not actively pursued citizenship are doing so.

"Granted, it does present a significant challenge for us."



Senn Metropolitan Academy

Judith R. Hernandez
Principal

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EDUCATIONAL PROGRAM FOR LIMITED-ENGLISH-PROFICIENT (LEP) STUDENTS **ENGLISH**

English as a Second Language (ESL) I This class meets two periods per day.

ESL II and Intermediate Reading/Writing Workshop

ESL III and Advanced Reading/Writing Workshop

Transitional English and Developmental Reading for LEP Students

CONTENT AREA BILINGUAL CLASSES (Spanish, Urdu, and Vietnamese)

Mathematics, science, social studies, native language

CONTENT AREA LEP CLASSES

Mathematics, science, social studies, physical education

SCHOOL SERVICES AND ACTIVITIES

All students are entitled to the same school services.

In addition, LEP students may avail themselves of tutoring services provided by personnel from our partner agencies.

Senn has several ethnic clubs and a multi-cultural club, all of which meet on a regular basis. Senn celebrates its diversity and brotherhood through the International Festival, the assemblies for Asian-American Heritage month, Hispanic Heritage month, and Black History month.

The Chicago Public Schools mandates that each school offering bilingual services have a Bilingual Advisory Committee. Senn's committee is active in school affairs.

A SAMPLING OF AGENCY CONTACTS

GOVERNMENT AGENCIES AND OFFICES

Illinois Department of Public Aid

Social Security Administration

Offices of the local aldermen

HEALTH SERVICES

Local hospitals

City clinics

Professional counseling agencies

SOCIAL SERVICE AGENCIES

Asian Human Services

Aspira

Assyrian Association

Boys' & Girls' Clubs of Chicago

Cambodian Association

Centro Romero

Eritrean Association

Ethiopian Association of Chicago

Lao American Service Center

Legal Assistance Foundation of Chicago

Travelers and Immigrants Aid

Vietnamese Association of Illinois

LOCAL CHURCHES

All denominations

Kathryn Khoshaba, ESL/BL Coordinator
Lucille Grieco, Curriculum Coordinator

Assistant Principals

Palma Bonanno • Badel Paul Khano • Janet Lang • Joseph Ruiz

BIRTHPLACES OF OUR STUDENTS

White 7.0%	African American 44.3%	Native American 0.4%
	Asian 16.1%	Hispanic 32.2%

TOTAL 1777

FIFTY FIVE (55) DIFFERENT COUNTRIES

Afghanistan 3	Guatemala 33	Mongolia 1	Tibet 1
Austria 2	Guinea 1	Mexico 212	Trinidad 2
Bangladesh 3	Guyana 1	Netherlands 1	Ukraine 1
Belize 12	Haiti 2	Nigeria 16	United Arab Emirates 1
Bosnia 7	Honduras 7	Pakistan 43	Vietnam 76
Brazil 4	India 61	Phillippines 14	West Africa 1
Bulgaria 3	Indonesia 2	Poland 4	Yugoslavia 2
China 2	Iran 1	Puerto Rico 9	
Colombia 2	Iraq 2	Romania 7	
Croatia 1	Italy 1	Russia 4	
Ecuador 8	Ivory Coast 4	Saudi Arabia 3	
El Salvador 8	Jamaica 12	Somalia 6	
Ethiopia 28	Kampuchea 13	Sudan 2	
France 4	Korea 2	Syria 2	
Gambia 1	Laos 4	Taiwan 1	
Ghana 20	Liberia 3	Thailand 21	

Sub-Total Out of USA

**687
38.7%**

UNITED STATES OF AMERICA

Alabama 1	Mississippi 5
Arizona 1	Missouri 1
Arkansas 2	North Carolina 0
California 12	Nebraska 0
Connecticut 1	New Jersey 1
Florida 4	New York 7
Georgia 1	Ohio 2
Idaho 1	Oklahoma 3
Illinois 1023	Pennsylvania 1
Indiana 4	Tennessee 1
Kansas 2	Texas 4
Kentucky 2	Wisconsin 1
Louisiana 2	
Michigan 6	
Minnesota 2	

Sub-Total In USA

**1090
61.3%**

ILLINOIS

Addison 1	Joliet 2
Arlington Heights 1	Kankakee 1
Belvedere 1	Libertyville 1
Berwyn 1	Melrose Park 1
Blue Island 1	Oak Lawn 1
Carbondale 1	Oak Park 2
Chicago 955	Peoria 1
Elgin 2	Rockford 2
Evanston 40	
Freeport 1	
Geneva 1	
Glendale Heights 1	
Harvey 4	
Hazel Crest 1	
Hoffman Estates 1	

Sub-Total In Illinois

1023

7th Grade: 61

Females: 32
Males: 29

8th Grade: 44

Females: 26
Males: 18

Freshman: 584

9th grade
Females: 262 206
Males: 322 242

Sophomore: 410

10th grade
Females: 196 184
Males: 214 196

Junior: 392

Females: 188
Males: 204

Senior: 286

Females: 137
Males: 149

Strategies for ESL Students

ESL Students Included in Mainstream Classrooms

On a bright autumn morning, two dozen elementary teachers meet at school district headquarters in La Crosse, Wisconsin. La Crosse is home to a growing number of Hmong families who are relatively new to this country. Many of the Hmong parents speak little or no English, making it difficult for them to help their children adapt quickly to American schools. These teachers meet today to learn more about helping Hmong and other English-as-a-second-language (ESL) students to function in mainstream classrooms.

Their workshop leader, Paoze Thao, is a training and research specialist from the Multifunctional Resource Center for Bilingual Education, University of Wisconsin-Madison. A native of Laos, Thao speaks Hmong fluently.

The morning's busy agenda includes discussions and lively demonstrations of teaching methods that research has shown to be effective in working with ESL students. Being located in WCER's research environment provides MRC staff with access to the newest research, and shows MRC's commitment to sharing the best and latest information with teachers, school district staff, and parents.

During the workshop, Thao introduces a language-teaching strategy that involves modeling and repetition. It's called Total Physical Response (TPR) (Jackson, Price, and Padover, "Beginning English Through Action", 1981). A teacher using TPR gives a command to the students while modeling the appropriate action; students begin to understand the concept and then act it out. They eventually play the role of teacher and instruct other students. At more advanced levels of TPR, teachers model a statement and ask students to change the verb tense.

Another successful strategy, the Language Experience Approach, teaches reading skills through physical activities. The teacher and students engage in a class project or field trip, then collaboratively create a reading text in the classroom, using the students' own vocabulary, language patterns, and background of experiences (Carol N. Dixon and Denise Nessel, "Language Experience Approach to Reading (and Writing) LEA for ESL", 1983). Students collectively dictate a story to the teacher, who constructs the basic reading text and gives copies to the students. Students then read the story several times until it has become familiar, learning individual story words and reinforcing other reading skills. To give workshop participants an idea for teaching a unit on circulation of the blood, Thao asks each teacher to stand and put on a small paper sign labeled "left ventricle," "right lung," or "red blood cell." The "blood cells" teachers walk around the room and pass by the "arteries" teachers, the "ventricles" teachers, the aorta, lungs, and so forth. The workshop goes quickly. Judging from the amount of conversation and laughter, the teachers have enjoyed themselves as they have learned.

Parental involvement in schools

During this visit to La Crosse, Thao conducts three workshops within a 24-hour period. Just the night before, he led a two-hour meeting with some of La Crosse's Hmong parents, giving them important information about American schools, and how they differ from the schools the parents knew in Laos. Hmong parents respect teachers as professionals and they hesitate to involve themselves in their children's schooling. Thao must explain to these parents that American schools encourage parents to become involved in their children's schooling. He tells them how despite their lack of fluency in English, they can support their children's learning at home by showing interest in their children's school work, limiting television watching, and taking them to local places of interest such as the public library or a museum.

As Thao guides parents through the expectations of the American school system, he cites current research that shows how a child's academic achievement can be enhanced through parental involvement. Parents can communicate with school staff, volunteer at the school, and participate in governance and advocacy activities such as a parent advisory council, for example ("Fostering Home-School Cooperation Involving Language Minority Families as Partners in Education", Emma Violanda Sanchez, Christine P Sutton, Herbert W Ware; National Clearinghouse for Bilingual Education, Summer 1991).

The Hmong parents attending Thao's evening presentation seem pleased to hear him addressing them in their native language. A spirited question-and-answer period follows his presentation, and he later engages parents in one-on-one chats. The following afternoon, Thao will meet with a dozen high school teachers. He will explain why Hmong (and other ESL) students seem to be able to use English informally among peers but have difficulty using English in subject areas in the classroom.

Schools modify instructional programs

Thao's home base, the MRC, is one of sixteen such centers operated in the nation under contract with the U.S. Department of Education's Office of Bilingual Education and Minority Languages Affairs (OBELA). Each MRC helps classroom teachers work more effectively with ESL and limited-English-proficient students. The MRC at UW-Madison also provides training and technical assistance to state educational agencies and institutions of higher learning. Operating since October 1986, the MRC at UW-Madison provides services in the six-state region known as Service Area 6, which includes Wisconsin, Iowa, Michigan, Minnesota, North Dakota, and South Dakota.

Students in these six Midwestern states collectively speak more than 86 languages, with a core of 13 representing the majority--Arabic, Chaldean, Chinese, Hmong, Lao, Khmer, Spanish, Thai, Vietnamese, Ojibwa, Lakota, Dakota, and Sioux. As is true throughout the United States, increasing numbers of limited-English-proficient students from Eastern Europe and Southeast Asia are entering schools throughout the Midwest. Schools and districts are struggling to modify their instructional programs to succeed with these students and their families.

MRC Director Minerva Coyne says that there is an ongoing need for basic teacher training and technical assistance, not only because of the influx of students, but also because of staff turnover at schools and in bilingual programs. MRC's training and research specialists address this continuing need by spending lots of time on the road. When several training sessions are scheduled back-to-back in neighboring school districts, a trainer can be away from home for a week at a time. Over the past year, MRC staff have logged more than 16,000 hours leading workshops and providing technical assistance to educators in the Upper Midwest. During the fiscal year ending September 1994, MRC staff provided 1,436 instances of technical assistance and 408 training workshops. Workshop audiences as a whole generally include about 60% teachers, 20% administrators, 12% paraprofessionals, and 8% parents and community members.

Coyne says that more than half of the content area training topics focus on English language arts or on specific instructional techniques suitable for developing academic competence among limited-English-proficient students. The remaining topics cover culture, counseling, staff development techniques, and integrating educational technology such as computers and video conferencing.

The teachers attending Thao's workshops are eager to gather as much information as they can in the brief time available; their Hmong students need their help now. Thao brings home the urgency of the students' need with a bit of personal experience. "Twenty years ago I studied English in hopes that I might be able to use it some day," he tells the teachers. "But when you help your Hmong students with English this morning, they will be able to use it this afternoon."

For more information, contact the MRC at 1025 W Johnson St., Suite 770, Madison, WI 53706, (608) 263-4220. Reprinted with permission from "WCER Highlights" ISSN 1073-1822, Vol. 6, No. 4, Fall 1994, published by the Wisconsin Center for Educational Research, UW-Madison School of Education.

Children First Immigration and Children: A Strategy Meeting

On February 10, 1995, the Children First Project of Legal Services of Greater Miami sponsored a meeting to develop a statewide strategy to address problems and issues on immigration and children. Materials from the meeting are now available from the Clearinghouse. They include a memorandum of understanding filed in *Flores v. Reno*, the Immigration and Naturalization Service's national policy regarding detention and release of unaccompanied alien minors, pleadings from pending litigation challenging Proposition 187, the amended complaint in *Doe v. Towey*, challenging the Florida Department of Health and Rehabilitative Services' treatment of unaccompanied children, an article by the National Immigration Law Center on the impact of proposed benefit restrictions on immigrants, and other articles and background materials.

Clearinghouse No. 50,710. Feb. 1995, 237pp., \$35.

This publication is available from the National Clearinghouse for Legal Services, HN0111, free of charge to LSC- and AoA-funded programs, and for the price listed to all others. When ordering publications from the Clearinghouse, please cite the Clearinghouse Number listed. (Legal Services/Substantive Law/JUVENILES/Publications & Reports)
3/31/95 -- HandsNet Forum -- HN0111

City of San Diego—Diversity Training

The City of San Diego implemented a program in 1991 in recognition and appreciation of the rich diversity of the city's 10,000 employees and 1.2 million constituents. The goal of "The Diversity Commitment" is to create an environment where differences are valued as assets and to create a high-performing team delivering better services to the city residents.

Information was collected in focus group interviews from nearly 1,000 city employees selected randomly and assured confidentiality. Diversity issues included equitable service, bureaucracy, leadership, performance measurement, rewards, career development, promotion, communication, health and safety, benefits, and inclusion and participation of people of color and white women in the organization. The city then identified career development, communications, and promotions as the areas most needing improvement. These data led to policy changes in the hiring and promotions process and the establishment of new mechanisms to deal with the identified problem areas.

Additionally, the city instituted four-day diversity educational sessions for employees on confidentiality, prejudice, harassment in the workplace, racism, sexism, gay and lesbian issues, the Hispanic experience, planning, support systems, and future actions.

The following specific changes were instituted by the city:

- Changed policies and procedures to ensure that all employees can feel productive and valued at work regardless of ethnicity, sexual orientation, physical disability, age, gender, family status, or religion, and to improve the delivery of services to the city's culturally diverse residents. Conducted problem-solving groups and action planning sessions to make short-term and long-term plans. Addressed issues such as communications with employees, removing barriers in the interview and promotion process. Distributed the city's equal opportunity policy to all employees; published it in both English and Spanish; and included an informational insert on sexual harassment.
- Instituted monthly meetings with employee associations (e.g., AFSCME) as well as informal city groups (e.g., the Latino Employees Association) and representatives from the fire and police departments' human resources divisions to discuss diversity issues.
- Created a mechanism between management, unions, and informal employee groups as a proactive system to raise diversity issues.
- Improved the selection procedure for hiring and promotional interview panel members to better represent employee/applicant diversity (e.g., multilingual, gender, ethnic, and age differences).
- Established new family issues and tuition reimbursement policies as a result of concerns raised during the diversity interviews.
- Created a Multicultural, Multilingual Task Force to address specific issues and make recommendations for change regarding language, accent, and translation concerns.

Language. Federal laws and court decisions require the provision of education and language services for immigrants. The 1964 Civil Rights Act prohibited "discrimination and denial of access to education on the basis of a student's limited English proficiency." Health, Education, and Welfare (HEW) regulations to implement the 1968 Bilingual Education Act required local districts to provide appropriate

services to LEP students in order to receive federal aid. The 1974 *Lau v. Nichols* Supreme Court decision upheld the HEW requirements when it ruled that a Chinese student in San Francisco, unable to obtain instruction in his native tongue, was being deprived of equal educational opportunity. The 1982 U.S. Supreme Court case, *Plyler v. Doe*, established that a child should not be denied access to a public

arrival in the United States. The program integrates services (language training, pre-employment training, job placement, child care, transportation) and provides linkages between service providers. (It is staff intensive, with only one caseworker for 35 cases.)

The REEP goals are early employment and increased self-sufficiency with cost savings to the program. An evaluation by the Refugee Policy Group found that REEP reached its objective of placing 75 percent of its employable clients in full-time permanent employment within 18 months of arrival in the United States. Family self-sufficiency (family earnings exceeding program income standards) was not achieved; a single wage earner at minimum wage could not support a family. It was hoped that future earnings would be higher as the earner gained work experience, or the family was supported by multiple wage earners. Cost savings of 18.5 percent were achieved over a three-year period. A follow-up review in 1991 noted that despite changes in caseload and reduced program length, REEP still showed that most refugees became employed within nine months of arrival.

Key components of the program are cash assistance, case management, and employment services contracted to three voluntary agencies and a consortium of refugee associations and medical assistance provided to all low-income clients through a full service medical provider. The program is monitored by Oregon state officials.

Other Wilson/Fish programs include a U.S. Catholic Conference demonstration project in San Diego, a grant to the Cuban Exodus Relief Fund, and demonstration projects with Alaska Refugee Outreach and in the state of Kentucky. (The California Refugee Demonstration Project existed from 1985-90.)

National discretionary projects. ORR allocated \$12.5 million in FY 1992 for six programs directed toward improving employment opportunities for refugees: (1) the Key States/Counties Initiative aims to increase employment and reduce welfare dependency among targeted populations in New York, Minnesota, Wisconsin, Washington, Massachusetts, and Michigan (funded at a total of \$2.5 million), and in Los Angeles County and Orange County (\$400,000 total, funded under Targeted Assistance); (2) Job Links (\$3.6 million) provides supplementary social service funds to 30 states with good resettlement opportunities to link

refugees with jobs; (3) Planned Secondary Resettlement (\$1.2 million) provides opportunity for unemployed refugees to relocate to communities with favorable employment prospects; (4) the Amerasian Initiative (\$2.8 million) assists in resettlement of Amerasians and families; (5) Microenterprise Development Initiative (\$1.3 million) to promote small business and self-employment among refugees; and (6) \$1 million to 24 states and California counties for the special needs of Vietnamese re-education camp detainees.

DISCUSSION

Coordination

A multiplicity of programs exist for employment and training. At the federal level, the GAO found 125 programs spending \$16.3 billion to train adults and out-of-school youth, under the supervision of 14 federal departments or agencies. In Massachusetts, the National Commission for Employment Policy found 31 training programs funded at \$320 million in FY 1992: 13 funded by the federal government, nine by the state, and six funded jointly by federal and state government (two were funded by other sources and information was unavailable for the adult education program). Of 31 programs, five provided 67 percent of the funds: JOBS, 26 percent; Vocational Rehabilitation of Massachusetts, 14 percent; JTPA II-A, 11 percent; Department of Mental Retardation, 10 percent; and Employment Services, 6 percent. An estimated 422,000 people were served.

As one method of maximizing dollars in a time of scarce resources, programs have been urged, or mandated, to coordinate services with other programs. Both JOBS and JTPA contain this type of language. Program coordination alone, however, cannot make up for the overwhelming demand for employment and training services. Nor does it answer how mainstream programs, attempting to serve a broad range of disadvantaged people, can serve those functioning at low literacy levels and/or those without adequate English language skills.

In the field, practitioners contend that they face "one-way coordination"; for example, no directives exist to require educational agencies to coordinate with JTPA. In addition, conflicting eligibility requirements and definitions of "economically disadvantaged" prohibit meaningful coordination of policies and programs. Uniform terms and definitions would simplify program administration

for both agencies and clients, for intake, assessment, planning, and evaluation.

Some areas have attempted to address this issue. For example, New Jersey has established a "super council" to streamline planning and delivery of employment and training programs. Created from the JTPA State Job Training Coordinating Council, the new State Employment and Training Commission makes policy recommendations to the governor on JTPA, Carl Perkins Vocational Education, Wagner-Peyser employment service, JOBS, and state programs. Since its creation, New Jersey has consolidated its education and training programs from 64 to 15, with a projected savings of \$6 million over 18 months.

The Minnesota Interagency Adult Learning Council encourages those at the local level to coordinate services, for example, using a common intake form for welfare, employment and training, and community services. A 1985 law encouraged agencies to co-locate for one-stop shopping.

In California, if a county is already able to serve all AFDC participants, it may use federal refugee funds to set up employment programs or language classes for refugees within GAIN (California's JOBS program). State legislation allows counties to set up a parallel system to streamline a program for newly arrived refugees

In Tacoma, Wash., El Centro de Latino developed a collaborative program to provide ESL to Hispanics, particularly adults. It is supported with a variety of resources: city funds, school district funds and assistance in establishing an alternative high school, a grant from the Department of Labor, and assistance from Microsoft, Nintendo and IBM. The computer companies created a computer lab to train people in data processing and computer skills, and also established a family learning center for ESL.

In Atlanta, Ga., the Atlanta Private Industry Council (PIC) collaborates with Georgia State University to offer a Vocational English as a Second Language program to accommodate participants who do not have the skills necessary to enter the PIC's vocational training. The project is funded with JTPA education and coordination grant funds. This program serves Title II-C youth and operates six months each year.

Mainstreaming v. Targeted Programs

Participants in the Immigrant Policy Project's regional meetings examined the possibility of adapting "mainstream" programs that command larger resources, such as JTPA, to address the unique needs of refugees and immigrants. Research studies have demonstrated the high level of participation by immigrants in the workforce; refugees and some immigrants, however, need transitional assistance to facilitate their entry into the labor market. These newcomers generally need the same kinds of services that other disadvantaged populations need, with the unique requirement for English language instruction and cultural adjustment. For example, refugees need ESL classes, vocational/technical training, culturally specific employment and training, and support services (such as day care, counseling, and medical assistance). However, few refugees end up in mainstream programs and state-local resources are insufficient. Provided sufficient funds remain for targeted programs, these resources could be used to leverage mainstream programs and improve access by immigrants.

An argument against the creation of "targeted" populations is that it often becomes a screening device rather than a mechanism for inclusion. If programs serve only 5-10 percent of the eligible population, then 90-95 percent must be excluded, or turned away, from services. The current system is a patchwork of employment and training programs for specific populations with many holes and little coordination of services, eligibility requirements, or bureaucracies.

Other participants argued that mainstream programs are not equipped to accommodate the special language and cultural differences of immigrants, and that programs are still needed for those that do not qualify for mainstream services. In Minnesota, for example, the JTPA and refugee programs are operated separately to handle language, cultural, and discrimination issues.

In JTPA and other mainstream programs, refugees or other immigrants may not have as high a priority as other "targeted" groups for services. To focus attention on the needs of refugees and immigrants, policymakers may work within the SDA/PIC structure where most determinations on client groups are made; or state legislation can establish

priorities for JTPA, even at the SDA level. At the state level, recommendations and information on the needs of refugees and immigrants should be provided to the federally mandated boards such as the State Job Training Coordinating Council, the AFDC/JOBS Board, the Unemployment Insurance Board, and the Vocational Education Board. (Under 1992 JTPA amendments, states have the option to combine planning and delivery of employment and training programs under Human Resource Investment Councils.)

Job Corps, as a comprehensive, integrated provider of training, remedial education, health care, counseling, and support services may be a useful model or service deliverer for refugees and immigrants.

La Cooperativa, a Sacramento-based coalition of five organizations (including CET) that has trained low-income people for 25 years, observes that workforce development as a national issue is a serious problem. Eighty-two percent of the newly legalized population works, but public policy is geared toward dependent poor people and does not build on the strong work ethic of this population. While this population could fit into the community college system in California, they probably won't because of their low educational levels and difficulty in accessing public institutions.

Licensing of Foreign-born Professionals

An unexpected finding was the need to address U.S. certification and licensing requirements for foreign-born professionals. Highly educated refugees and immigrants are encountering barriers entering the workforce because foreign credentials don't transfer easily to the United States. In some areas, states and localities have developed programs to assist foreign-trained professionals with U.S. accreditation, for example, to alleviate physician and nursing shortages. PHASE was established in 1988 and funded by the New York City Department of Employment, in collaboration with the city Health and Hospitals Corporation and the state Office of Mental Health. PHASE assists immigrant professionals to become licensed or certified in occupations when a shortage has been documented in health or human services fields.

In testimony before the New York Legislative Commission on Skills Development and Vocational Education, Dr. Rosa Gil of PHASE stated that barriers to immigrant participation in the workforce

include inadequate knowledge of professional credentialing requirements in the state, and unfamiliarity with U.S. testing methods. She recommended funding for ethnic community-based organizations to provide orientation, training and employment services; innovative on-the-job training for Hispanic, Asian, and Caribbean immigrants; and information for immigrant professionals on licensing, education and training programs, case management services, and employment services.

In Virginia, state officials are examining the possibility of licensing reciprocity with other states and the establishment of uniform standards for the health profession.

Florida established the following guidelines for physician certification. Any foreign doctor may become a physician's assistant if he or she: (1) practiced in his or her home country; (2) resided in Florida for three years before entering the program; (3) attended one year at the University of Miami; (4) and has one year of supervised practice by a Florida doctor.

Brown University has a one-to-one program for engineers that uses technologically specific English training and includes preparation for certification. In Chicago, a nonprofit organization provides training in both English and medical classes to pass the nursing certification (funded by SLIAG). This provides refugees with a guaranteed job as a bilingual medical professional. Another group provides scholarships to bilingual substance abuse counselors to pursue the two-year certification process.

The New York Association of New Americans (NYANA) developed an initiative to retrain Soviet-trained nurses and help them pass the New York licensing exam by providing remediation in English with additional nursing instruction. This program fulfilled two objectives by providing employment for foreign-trained professionals and addressing a severe labor shortage of nurses in the city. The initiative continues as the New York State Health Transition Initiative with resources provided by the New York departments of social services, education, and health.

Eligibility for Services

The proliferation of immigration categories and differing eligibility for services created by the federal government has confused and complicated

the delivery of services to those who need them. Dr. Philip Martin of UC-Davis writes of "mixed families" created by the 1986 amnesty program, particularly for the agricultural workers. How should social policy deal with a family containing a legalized father (temporarily barred from services), unauthorized mother and children (ineligible for most services), and U.S.-citizen children (eligible for all services)? This is compounded by varying eligibility requirements in federal programs.

Georges Vernez of RAND recommends that the federal government standardize requirements for existing federal, social, and other entitlement programs for which immigrants are eligible. At the local level where services must be provided, many believe that distinctions of legal status are irrelevant: a person without a job, whether legal, refugee, or other, still needs assistance, but federal benefits are often lacking.

Communication Issues

In general, there is a shortage of interpreters, translators, bilingual teachers, ESL teachers, and ESL classes. Paul Hill of the RAND Corporation, in a discussion of newcomers in American schools, notes that the teacher supply is the greatest limiting factor in meeting the needs of immigrant students. Other unmet needs include texts and instructional materials, adult education for older immigrant students, and incentives for teacher mobility and training.

In Illinois community colleges, 45 percent of students are limited English proficient, but only 3 percent of the adult education budget is for ESL. There are insufficient teachers and number of hours provided for adult ESL classes. In California, CET has served 50,000 people in its English language classes through SLIAG funds; with the end of the program in sight, no replacement funds have been found to meet the enormous need. CET notes that the two components that offer long term benefit for the amnesty population are language development integrated with employment and training. The New York Association for New Americans (NYANA) notes that for Soviet refugees in their program the single most important determinant of their ability to obtain work is the ability to communicate in English.

We need and don't have a well-coordinated system that addresses language education and vocational training. The National Center for Research in

Vocational Education states in a recent report that the long-term language instruction needs of immigrants are not provided for. Many immigrants cannot meet the ability-to-benefit testing criteria of JTPA or JOBS. The lack of bilingual training or support services is a barrier to the participation of immigrants in JOBS and JTPA. Finally, programs tend to "cream" at admission, choosing students most likely to become employed, because reimbursement is based on high job placement rates.

Availability of Services

Vernez writes that immigrants' demand for adult education (literacy, English, and vocational education) may be outstripping the ability of states and districts to provide. He states, "Adult education has been, and continues to be, the most-neglected area of education, not only for immigrants, but for all adults." The future economic prospects of the newly legalized depend on access to basic adult education; for example, nearly two-thirds have such low proficiency in English they would have difficulties functioning in other than entry-level jobs, in most job training programs, and in the community.

Local jurisdictions are finding it increasingly difficult to pay for immigrant services. Vernez finds this pattern: "The fiscal burden of immigrants increases as the size of the jurisdiction decreases, ranging from neutral or even positive at the national level, to neutral to negative at the state level, to negative at the local (county/city) level." Vernez recommends targeted federal funds for those communities most affected by new immigrants and their children, primarily for educational institutions—from early childhood to K-12, adult education, and community colleges.

CONCLUSION

The high immigration levels of the 1980s have been widely publicized: nearly 9 million newcomers accounted for one-third of the nation's net population growth. What has been less well considered is the Department of Labor's projection that immigrants will become a significant proportion of the nation's workforce.

These changing demographics will require some rethinking of the delivery of education, employment, and training to traditional and nontraditional U.S. workers. The existing employment and

training programs form a fragmented system, lacking adequate funds or resources. JTPA and JOBS programs have shown some success, but serve only a small percentage of the eligible population, and effectively discourage access by immigrants and refugees. The SLIAG program, which created temporary capacity for educating the newly legalized, is anticipated to end in September 1994. No preparations have been made to meet the continued demand for services of the 2.5 million newly legalized. The refugee program, which provides short-term employment services to a small portion of newcomers, has faced repeated funding cuts in recent years, and is again up for reauthorization and reform in 1994.

In a related arena, President Clinton promised to “end welfare as we know it” and replace it with a new system of welfare to work. Addressing the needs of the nonnative eligible public assistance recipients will be a challenge in federal, state, and local welfare reform efforts. Many Washington-based immigrant policy specialists have been surprised to answer federal inquiries on barriers of immigrants to family self-sufficiency. Refugees and immigrants, while still a small portion of AFDC recipients nationwide, confront unique barriers, particularly those of language and culture. However, many of the needs of immigrants and refugees are the same as other low-income families.

Support services such as health care and child care are essential to a family’s sustained independence from welfare.

A new social contract is being created between mainstream public assistance recipients and the government, giving each responsibilities. Government’s side of the bargain is to ensure that the appropriate program support—such as classes in English as a second language, bilingual educators, and acculturation within government programs and the workplace—is available to support the welfare-to-work transition for targeted as well as mainstream populations.

As policymakers at federal, state, and local levels craft reforms of their welfare, education, employment and training programs for improved self-sufficiency and workforce skills, the requirements of a growing immigrant population will need to be examined and addressed. Successful practices within the programs discussed in this paper should not be overlooked; for example, combined language and vocational training, comprehensive services such as Job Corps, and coordinated services that address family self-sufficiency. In order to compete in today’s global economy, the United States must invest in its most valuable asset, its workforce.